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HOUSE OF COMMONS

Issue No. 1

Wednesday, December 14, 1983
Thursday, December 15, 1983

Chairman: Bob Daudlin, M.P.

CHAMBRE DES COMMUNES

Fascicule n° 1

Le mercredi 14 décembre 1983
Le jeudi 15 décembre 1983

Président: Bob Daudlin, député

*Minutes of Proceedings and Evidence
of the Special Committee on*

Participation of Visible Minorities in Canadian Society

*Procès-verbaux et témoignages du
Comité spécial sur la*

Participation des Minorités visibles à la Société canadienne

RESPECTING:

Order of Reference

CONCERNANT:

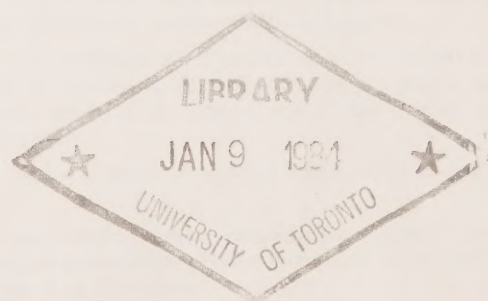
Ordre de renvoi

WITNESS:

(See back cover)

TÉMOIN:

(Voir à l'endos)

Second Session of the
Thirty-second Parliament, 1983Deuxième session de la
trente-deuxième législature, 1983

SPECIAL COMMITTEE ON
THE PARTICIPATION OF
VISIBLE MINORITIES
IN CANADIAN SOCIETY

Chairman: Bob Daudlin

Vice-Chairman: Gary McCauley

COMITÉ SPÉCIAL SUR LA
PARTICIPATION DES
MINORITÉS VISIBLES A
LA SOCIÉTÉ CANADIENNE

Président: Bob Daudlin

Vice-président: Gary McCauley

MEMBERS/MEMBRES

Norm Kelly
Laverne Lewycky
Gus Mitges

Steve Paproski
Michel Veillette—(7)

(Quorum 4)

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee



ORDER OF REFERENCE

Tuesday, December 13, 1983

Ordered.—That a Special Committee consisting of Mr. Daudlin, Mr. Kelly, Mr. Lewycky, Mr. McCauley, Mr. Mitges, Mr. Paproski and Mr. Veillette act as a Parliamentary Task Force on Participation of Visible Minorities in Canadian Society, be appointed to examine the subject-matter described by its title, and in particular:

- (1) to seek positive and constructive ideas and models pertaining explicitly to ameliorating relations within Canada between visible minority and other Canadians;
- (2) to identify and investigate positive examples and models of the promotion of harmonious relations between visible minority Canadians and other Canadians, particularly in institutional areas, and find ways and means of improving those relations;
- (3) to seek the views that contribute constructively and positively to the promotion of racial tolerance, understanding and harmony of concerned voluntary, community and minority groups and organizations and individuals, as well as business, professional and trade associations, labour unions, public and private institutions and relevant specialists;
- (4) within a general review to consider Federal Government policies and programs in the area of race relations;
- (5) to recommend the development of positive programs that the Committee finds necessary to promote racial understanding, tolerance and harmony in Canadian society; and
- (6) to encourage the continuation of the dialogue that will be initiated, in a climate that is open and constructive.

That the committee report no later than six months after its membership is named;

That the committee have all of the powers provided to standing committees pursuant to Standing Order 69(8);

That the committee have the power to retain expert, professional, technical and clerical staff and that for these purposes the committee be deemed never to have ceased to exist;

That the committee be empowered to adjourn from place to place within Canada;

That the evidence adduced by the committee in the first session of the present Parliament, be deemed to have been referred to the committee; and

That the provisions of sections (4) and (9) of Standing Order 69 of the House of Commons should be suspended, unless otherwise agreed to by this committee.

ATTEST

Le Greffier de la Chambre des communes

C.B. KOESTER

The Clerk of the House of Commons

ORDRE DE RENVOI

Le mardi 13 décembre 1983

Il est ordonné.—Qu'un Comité spécial constitué de MM. Daudlin, Kelly, Lewycky, McCauley, Mitges, Paproski et Veillette qui agiront comme groupe de travail parlementaire sur la participation des minorités visibles à la société canadienne, soit institué pour examiner le sujet décrit dans son titre et plus particulièrement pour

- 1) chercher à découvrir des idées et des modèles positifs et constructifs dans le but explicite d'améliorer les relations au Canada entre les minorités visibles et les autres Canadiens;
- 2) identifier et examiner des exemples et modèles positifs de la promotion de relations harmonieuses entre les minorités visibles du Canada et les autres Canadiens, particulièrement dans les secteurs institutionnels, et pour trouver des façons d'améliorer ces relations;
- 3) réunir les vues qui contribuent de façon positive et constructive à la promotion de la tolérance raciale, de la compréhension et de l'harmonie entre les groupes, organismes bénévoles, communautaires et minoritaires intéressés et les particuliers ainsi qu'entre les associations d'affaires, professionnelles et commerciales, les syndicats, les institutions publiques et privées et les spécialistes pertinents;
- 4) étudier, dans le cadre d'une revue générale, les politiques et programmes du gouvernement fédéral dans le domaine des relations entre les races;
- 5) recommander la création des programmes positifs que le Comité jugera nécessaires pour promouvoir la compréhension, la tolérance et l'harmonie entre les races dans la société canadienne; et pour

- 6) encourager la poursuite du dialogue qui sera amorcé dans un climat ouvert et constructif.

Que le Comité fasse rapport au plus tard six mois après que ses membres auront été nommés;

Que le Comité ait tous les pouvoirs conférés aux comités permanents par l'article 69(8) du Règlement;

Que le Comité ait le pouvoir de retenir les services d'experts, de professionnels, de techniciens et d'employés de bureau et qu'à cette fin, le Comité soit réputé n'avoir jamais cessé d'exister;

Que le Comité soit autorisé à voyager au Canada;

Que les témoignages recueillis par le Comité au cours de la première session du présent Parlement soient réputés avoir été déferés au Comité; et

Que les dispositions des paragraphes (4) et (9) de l'article 69 du Règlement soient suspendues, à moins que le Comité n'y consente autrement.

ATTESTÉ

MINUTES OF PROCEEDINGS

WEDNESDAY, DECEMBER 14, 1983

(1)

[Text]

The Special Committee on the Participation of Visible Minorities in Canadian Society met at 3:35 o'clock p.m., this day, for the purpose of organization.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Lloyd Stanford, Dorothy Wills, Jack Kehoe and Maureen Dobbin.

The Clerk presided over the election of a Chairman.

Mr. Lewycky moved,—That Mr. Daudlin do take the Chair of this Committee as Chairman.

The question being put on the motion, it was agreed to, and Mr. Daudlin was duly elected Chairman.

The Chairman took the Chair.

The Committee proceeded to consider its Order of Reference which is as follows:

Ordered,—That a Special Committee consisting of Mr. Daudlin, Mr. Kelly, Mr. Lewycky, Mr. McCauley, Mr. Mitges, Mr. Paproski and Mr. Veillette act as a Parliamentary Task Force on Participation of Visible Minorities in Canadian Society, be appointed to examine the subject-matter described by its title, and in particular:

- (1) to seek positive and constructive ideas and models pertaining explicitly to ameliorating relations within Canada between visible minority and other Canadians;
- (2) to identify and investigate positive examples and models of the promotion of harmonious relations between visible minority Canadians and other Canadians, particularly in institutional areas, and find ways and means of improving those relations;
- (3) to seek the views that contribute constructively and positively to the promotion of racial tolerance, understanding and harmony of concerned voluntary, community and minority groups and organizations and individuals, as well as business, professional and trade associations, labour unions, public and private institutions and relevant specialists;
- (4) within a general review to consider Federal Government policies and programs in the area of race relations;
- (5) to recommend the development of positive programs that the Committee finds necessary to promote racial understanding, tolerance and harmony in Canadian society; and
- (6) to encourage the continuation of the dialogue that will be initiated, in a climate that is open and constructive.

PROCÈS-VERBAL

LE MERCREDI 14 DÉCEMBRE 1983

(1)

[Traduction]

Le Comité spécial sur la participation des minorités visibles à la société canadienne tient, ce jour à 15h35, sa séance d'organisation.

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Lloyd Stanford, Dorothy Wills, Jack Kehoe et Maureen Dobbin.

Le greffier préside l'élection du président.

M. Lewycky propose,—Que M. Daudlin assume la présidence du Comité.

Le motion, mise aux voix, est adoptée et M. Daudlin est dûment élu président du Comité.

Le président ouvre la séance.

Le Comité procède à l'étude de son ordre de renvoi dont voici la teneur:

Il est ordonné,—Qu'un Comité spécial constitué de MM. Daudlin, Kelly, Lewycky, McCauley, Mitges, Paproski et veillette qui agiront comme groupe de travail parlementaire sur la participation des minorités visibles à la société canadienne, soit institué pour examiner le sujet décrit dans son titre et plus particulièrement pour

- 1) chercher à découvrir des idées et des modèles positifs et constructifs dans le but explicite d'améliorer les relations au Canada entre les minorités visibles et les autres Canadiens;
- 2) identifier et examiner des exemples et modèles positifs de la promotion de relations harmonieuses entre les minorités visibles du Canada et les autres Canadiens, particulièrement dans les secteurs institutionnels, et pour trouver des façons d'améliorer ces relations;
- 3) réunir les vues qui contribuent de façon positive et constructive à la promotion de la tolérance raciale, de la compréhension et de l'harmonie entre les groupes organismes bénévoles, communautaires et minoritaires intéressés et les particuliers ainsi qu'entre les associations d'affaires, professionnelles et commerciales, les syndicats, les institutions publiques et privées et les spécialistes pertinents;
- 4) étudier, dans le cadre d'une revue générale, les politiques et programmes du gouvernement fédéral dans le domaine des relations entre les races;
- 5) recommander la création des programmes positifs que le Comité jugera nécessaires pour promouvoir la compréhension, la tolérance et l'harmonie entre les races dans la société canadienne; et pour
- 6) encourager la poursuite du dialogue qui sera amorcé dans un climat ouvert et constructif.

That the Committee report no later than six months after its membership is named;

That the Committee have all of the powers provided to standing committees pursuant to Standing Order 69(8);

That the Committee have the power to retain expert, professional, technical and clerical staff and that for these purposes the Committee be deemed never to have ceased to exist;

That the Committee be empowered to adjourn from place to place within Canada;

That the evidence adduced by the Committee in the first session of the present Parliament, be deemed to have been referred to the Committee; and

That the provisions of sections (4) and (9) of Standing Order 69 of the House of Commons should be suspended, unless otherwise agreed to by this Committee.

Mr. Mitges moved,—That the Special Committee on the Participation of Visible Minorities resumed its work governed by the same organizational, procedural, administrative and financial arrangements which obtained in the First Session of the Thirty Second Parliament and that the Chairman and the Clerk be authorized to undertake whatever steps are necessary to ensure that such undertakings, including contracts for services, are resumed.

After debate, the question being put on the motion, it was agreed to.

On motion of Mr. Veillette, it was agreed,—That the Committee now proceed *in camera*.

At 4:00 o'clock p.m., the sitting was suspended.

At 4:13 o'clock p.m., the sitting resumed.

The Committee resumed consideration of the draft report.

At 5:50 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, DECEMBER 15, 1983

(2)

The Special Committee on the Participation of Visible Minorities in Canadian Society met at 9:42 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges, Paproski and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Study Director, Maureen Dobbin, Parliamentary Intern.

Witness: The Honourable Jim Fleming, P.C., M.P.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

Mr. Fleming made a statement and answered questions.

Que le Comité fasse rapport au plus tard six mois après que ses membres auront été nommés;

Que le Comité ait tous les pouvoirs conférés aux comités permanents par l'article 69(8) du Règlement;

Que le Comité ait le pouvoir de retenir les services d'experts, de professionnels, de techniciens et d'employés de bureau et qu'à cette fin, le Comité soit réputé n'avoir jamais cessé d'exister;

Que le Comité soit autorisé à voyager au Canada;

Que les témoignages recueillis par le Comité au cours de la première session du présent Parlement soient réputés avoir été déferés au Comité; et

Que les dispositions des paragraphes (4) et (9) de l'article 69 du Règlement soient suspendues, à moins que le Comité n'y consente autrement.

M. Mitges propose,—Que le Comité spécial sur la participation des minorités visibles à la société canadienne reprenne l'étude de ses travaux que régissent les mêmes dispositions relatives à l'organisation, à la procédure, à la gestion et aux finances qui prévalaient au cours de la première session de la trente-deuxième législature, et que le président et le greffier soient autorisés à faire le nécessaire pour en assurer l'exécution, y compris l'attribution de contrats pour services.

Après débat, la motion, mise aux voix, est adoptée.

Sur motion de M. Veillette, il est convenu,—Que le Comité poursuive ses travaux à huis clos.

A 16 heures, le Comité interrompt ses travaux.

A 16h13, le Comité reprend ses travaux.

Le Comité poursuit l'étude d'un projet de rapport.

A 17h50, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 15 DÉCEMBRE 1983

(2)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit, ce jour à 9h42, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges, Paproski et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Témoin: L'honorable Jim Fleming, député du parti conservateur.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

M. Fleming fait une déclaration et répond aux questions.

At 11:05 o'clock a.m. the sitting was suspended.

At 11:16 o'clock a.m. the sitting resumed *in camera*.

The Committee resumed consideration of the draft report.

At 12:21 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING

(3)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:44 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estell Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Standby Director, Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:50 o'clock p.m., the Committee adjourned to the call of the Chair.

A 11h05, le Comité interrompt ses travaux.

A 11h16 le Comité reprend ses travaux à huis clos.

Le Comité reprend l'étude du projet de rapport.

A 12h21, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI

(3)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15h44, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Lloyd Stanford, Dorothy Wills, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 17h50, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee

EVIDENCE

*(Recorded by Electronic Apparatus)**[Texte]*

Wednesday, December 14, 1983

• 1537

The Clerk of the Committee: Hon. members, pursuant to Standing Orders 69.(2) and 69.(4)(a), your first item of business is to elect a chairman. I am ready to receive motions to that effect.

Mr. Lewycky: I move that Bob Daudlin be made chairman again.

The Clerk: It has been moved by Mr. Lewycky that Mr. Daudlin do take the Chair of this committee as chairman.

Motion agreed to.

The Clerk: I declare Bob Daudlin duly elected chairman of this committee, and invite him to take the Chair.

The Chairman: You did not ask me if I wanted it.

The Clerk: That is too bad.

The Chairman: Can I give my speech now about the confidence you have expressed, etc.?

The Clerk: Yes.

The Chairman: Can I read the statement you did not make?

The Clerk: No.

The Chairman: Okay. Can we proceed then and get the vice-chairman taken care of as well?

The Clerk: I think if we pass this one he is re-elected.

The Chairman: All right.

Thank you, by the way, one and all. I believe, and I suppose I should reserve my thanks until after we have our report done to determine whether or not it is something good that you have done to me.

Our efficient clerk has proposed an order of business for us today. If I can move to item 2, and request a motion in the form as presented. I think that essentially will look after most of the organization and administrative matters, and will return us in effect to the position that we left when the adjournment and prorogation took place.

Mr. Lewycky: One question; I guess you do not have a motion, so I cannot ask a question yet.

The Chairman: If I could have the motion, then I can entertain the question.

Mr. Lewycky: Do you want a motion on number 2?

The Chairman: On number 2.

• 1540

An hon. Member: I so move.

TÉMOIGNAGES

*(Enregistrement électronique)**[Traduction]*

Le mercredi 14 décembre 1983

Le greffier du Comité: Honorables députés, conformément aux articles 69(2) et 69(4)(a) du Règlement, votre première tâche aujourd'hui est d'élire un président. Je suis donc disposée à recevoir des motions à cet effet.

M. Lewycky: Je propose que Bob Daudlin soit réélu président.

Le greffier: M. Lewycky propose que M. Daudlin soit élu président du Comité.

Motion adoptée.

Le greffier: Je déclare M. Bob Daudlin dûment élu président du Comité et je l'invite à prendre la présidence.

Le président: Vous ne m'avez pas demandé si j'en voulais.

Le greffier: Tant pis.

Le président: Puis-je maintenant faire mon petit discours sur la confiance que vous avez mise en moi, etc.?

Le greffier: Oui.

Le président: Puis-je lire la déclaration que vous n'avez pas rédigée?

Le greffier: Non.

Le président: Bien. Pouvons-nous donc continuer et élire le vice-président?

Le greffier: Je pense que si nous adoptons cette motion, il sera réélu.

Le président: Très bien.

Merci à vous tous de m'avoir élu. Je crois cependant que je ne devrais vous remercier que lorsque notre rapport sera terminé pour que je puisse déterminer si cette élection a été un point positif pour moi ou non.

Notre greffier, fort efficace d'ailleurs, a établi le programme de la séance d'aujourd'hui. Je voudrais donc passer au point N° 2 et demander une motion sous la forme présentée dans le document. Cette motion porte essentiellement sur des questions d'organisation et d'administration et nous permettra de revenir là où nous en étions lorsque la Chambre des communes a ajourné.

M. Lewycky: Une question; vous n'avez pas de motion, et je ne peux donc pas poser de question encore.

Le président: Si quelqu'un pouvait présenter la motion, je pourrais vous demander de poser votre question.

M. Lewycky: Vous voulez une motion portant sur le point N° 2?

Le président: Oui.

Une voix: Je la présente.

[Text]

The Chairman: Yes, Mr. Lewycky.

Mr. Lewycky: It says resume its work with this sort of thing, but there does not seem to be anything that would indicate that little recess we had would be covered.

The Chairman: The order of the House, which was agreed to by all parties, Mr. Lewycky, in effect reinstates the committee as though it had never ceased. As a consequence, my understanding of that is that all our evidences referred to us, all the contracts that were extant at the time—it gives us the power to reinstate.

Mr. Lewycky: So there should be just a little bit of a . . . There should be something in there, I think, that covers it, because I do not really think we are covered on that, the way I read it.

The Chairman: What portion do you feel we are not covered on?

Mr. Lewycky: The retroactive payment for when they worked in between the first and the second session.

The Chairman: I am advised by our clerk that the contracts that were signed with all our consultants had a five-day lapse period, which in effect then ran through the Monday of the prorogation. The order of the House, which has been agreed to, picks everything up effective the Tuesday and carries forward until today.

Mr. Lewycky: Fine. If it is looked after, it is looked after.

Motion agreed to.

The Chairman: Now, if I could have the motion of Mr. Veillette that the committee now move into camera, we could consider the recommendations and the appropriate disposition of the contracts, extensions, etc.

Mr. Veillette: I so move.

The Chairman: Moved by Mr. Veillette that we now move into camera.

I suppose it will be in order that our consultants and staff remove themselves, forthwith.

Thank you.

Thursday, December 15, 1983

• 0943

The Chairman: We will recommence, and might I commence by acknowledging that we have with us this morning the Hon. Jim Fleming.

Before asking Mr. Fleming to either make what comments he wishes or to move immediately into questions, might I say I think it would be important at this point that I comment on the good wishes and fondness with which the witnesses we have had before this committee have spoken of Mr. Fleming in his former capacity as Minister of Multiculturalism.

[Translation]

Le président: Oui, monsieur Lewycky.

M. Lewycky: La motion stipule que le Comité reprenne ses travaux, mais le bref ajournement de la Chambre n'y figure pas.

Le président: L'ordre de renvoi que nous avons reçu de la Chambre, et qui a été accepté par tous les partis, monsieur Lewycky, reconstitue en fait le Comité comme s'il n'avait jamais cessé ses travaux. Par conséquent, les témoignages que nous avons reçus ainsi que tous les contrats que nous avons passés tiennent toujours.

M. Lewycky: Mais, à mon avis, il devrait y avoir quelque chose qui devrait y figurer, car je ne pense pas que ce soit le cas si je comprends bien.

Le président: Qu'est-ce qui n'y figure pas?

M. Lewycky: Le salaire rétroactif qui leur est dû en raison des travaux qu'ils ont effectués entre la première et la deuxième session.

Le président: Le greffier m'informe que les contrats que nous avons signés avec nos experts comportaient un délai de carence de cinq jours, c'est-à-dire jusqu'au lundi de la prorogation. L'ordre de renvoi de la Chambre, qui a été accepté, reprend les choses à partir de mardi jusqu'à aujourd'hui.

M. Lewycky: Bien. Si cela est couvert, très bien.

La motion est adoptée.

Le président: Si l'on pouvait maintenant accepter la motion de M. Veillette selon laquelle le Comité se réunit maintenant à huis clos, nous pourrions étudier les recommandations ainsi que les questions de contrats, de prorogation et ainsi de suite.

M. Veillette: Je présente cette motion.

Le président: M. Veillette propose que nous nous réunissions maintenant à huis clos.

Je demanderai donc à nos experts et à notre personnel de bien vouloir se retirer.

Merci.

Le jeudi 15 décembre 1983

Le président: Nous allons reprendre nos travaux et je voudrais accueillir ce matin l'honorable Jim Fleming.

Avant de demander à M. Fleming de dire quelques mots ou de passer immédiatement aux questions, je crois qu'il serait important de dire à quel point les témoins qui ont comparu devant le Comité ont apprécié M. Fleming lorsqu'il était ministre chargé du multiculturalisme.

[Texte]

I certainly was impressed, and in conversations I have had with the members of this committee... I take it I do not overspeak myself when I say they have been impressed with the warmth and almost with the passion with which people have spoken of Mr. Fleming as we have moved across Canada, particularly when they reflect on his having been attuned to and in tune with the hopes and aspirations of the visible minority groups across Canada. I think it is important that this committee acknowledge that this morning and reflect on that in the sense of indicating to Mr. Fleming that feeling we have found and which I am satisfied continues to exist across Canada and for which I believe he deserves a great deal of praise and compliment.

That said, I would welcome my colleague this morning and invite him, if he wishes, to make a statement, short or long, or to proceed immediately to questions, whichever he prefers.

• 0945

Hon. James Fleming (Member of Parliament, York West): Thank you very much, Mr. Chairman. Thank you for the good words. I always point at one of the great compensators for politics, that after you are no longer responsible for something, you are always seen in a positive light, or usually are.

I did not come with any prepared notes, but if I am not wasting your time, it might be useful for me to reflect for a minute or two on a line of consciousness in my mind of how things evolved into the establishment of this committee, which might be useful for your knowledge.

If I can at the outset... and I mean it most sincerely—I want to offer my respect to you as colleagues in the House of Commons on all sides, first for your parties—my party and the opposition parties—for supporting the establishment of the committee. Many people, even out of some of the leadership of the visible minority communities, were concerned that it could be a negative exercise, that it could cause more trouble than do good.

Also, in political terms, when you are seeking votes and seeking to show a positive aspect to yourself, to take on such a difficult issue and to sacrifice other political priorities to do this, I think, means you deserve a great deal of credit for the time you have taken. I know there will be great judgments when you come forward with your report, but I want to wish you well and know you will do your best. At the very least, the fact that you have spent your time, that the exposure has been given, that some of the press have been sensitized, that all three parties will now have members expert on the level of frustration and the real problem out there, will surely be some advancement from where we are. I hope more than that will happen, but that at least is enough to justify the work you have put into it.

For me, my focus in my policy development as Minister on racism really, I suppose, had its roots in the fact that my constituency is very much a new-Canadian constituency in that a large part of my population was not born in Canada but chose to come here. Increasingly over the 10 years—I guess seven years at the time I became a Minister—there was an increasing mix. I can recall at the beginning that I would get

[Traduction]

C'est ce que je pense également et les conversations que j'ai eues avec les membres du Comité en témoignent. Je ne pense pas exagérer en disant que les membres du Comité ont été impressionnés par la chaleur et même la passion avec laquelle ces témoins ont parlé de M. Fleming lorsque nous allions de ville en ville en particulier lorsqu'il s'agissait des espoirs et des aspirations des groupes minoritaires du pays. Je pense qu'il est important que le Comité le reconnaisse et fasse savoir à M. Fleming que ce sentiment, qui, j'en suis sûr, existe toujours aux quatre coins du pays, lui vaut nos compliments.

Cela dit, je voudrais accueillir mon collègue ici ce matin et l'inviter, s'il le désire, à dire quelques mots ou à répondre immédiatement aux questions, selon sa préférence.

L'honorable James Fleming (député de York-Ouest): Je vous remercie de vos aimables paroles, monsieur le président. C'est généralement lorsqu'ils ont été déchargés de leurs responsabilités qu'on reconnaît du mérite aux hommes politiques, ce qui est peut-être une manière de compensation.

Je n'ai pas préparé de notes, mais si vous le permettez, je voudrais vous rappeler brièvement la genèse du Comité.

Je tiens tout d'abord à féliciter tous les partis, le mien ainsi que ceux de l'opposition, d'avoir oeuvré à la mise sur pied du Comité. De nombreuses personnes, dont certaines jouent un rôle important au sein des minorités dites visibles, craignaient qu'un comité de ce genre ne fasse plus de tort que de bien.

Pour les hommes politiques en particulier, dont la carrière dépend du suffrage universel, s'attaquer à un problème de ce genre représentait un certain risque; vos efforts dans ce domaine sont donc d'autant plus méritoires. Votre rapport sera certainement controversé, mais j'espère que vos travaux aboutiront. Quoi qu'il arrive, le seul fait que cette question ait été débattue en public, que les médias y aient été sensibilisés et que les trois partis aient maintenant un certain nombre de députés mieux au courant de ces problèmes constitue un net progrès. Cela seul justifierait vos efforts bien que j'espère que nous ne nous arrêterons pas là.

Lorsque j'étais ministre du Multiculturalisme, je me suis occupé particulièrement du racisme du fait que bon nombre des électeurs de ma circonscription sont des Néo-Canadiens, nés à l'étranger et venus s'établir par la suite au Canada. Ce mélange s'est accru au cours des dix dernières années. Je me souviens qu'au début des Canadiens établis dans le pays depuis plusieurs générations me téléphonaient pour s'élever contre

[Text]

phone calls from what you call many-generation Canadians complaining about the influx of Italian Canadians. Then in the latter stage, I would get calls from Italian Canadians and well-established, long-established or many-generation Canadians about the influx of south Asians, people from the Caribbean or whatever.

Obviously, we all have our own perspective of society and we are threatened by difference if we are not used to living in an environment of difference. When something new occurs on the scene, we react to it, especially if it is visibly different from us and threatens us or we think it threatens us.

In the spring of 1980—the new government took power, I guess, in March—the Din report came forward. It was a report commissioned by the Chairman of Metropolitan Toronto, Paul Godfrey, over an incident where a south Asian family coming home from shopping had been very badly molested. I believe it was as they entered an elevator in a high rise, in a part of Toronto very close to my own constituency. It had alarmed people that that simple lashing out at innocent people could happen.

Out of that report, there was an indication that, indeed, there was a number of so-called hot spots, tension spots, troubled areas which needed attention. I talked to Lloyd Axworthy, who was then Minister of Immigration, because his budget and resources were much greater than my own, and we put together not a great deal of money, a quarter of a million dollars, to try to go out . . . The idea was to get the community to bridge, to get together and start talking about the problems.

As I began to get a focus on the extent of the problem, I also learned very quickly that people had tried before. Efforts have been made over the years in various ways to bring people together, to calm down tensions, and there was not only a frustration that there were real problems there but a frustration that every once in a while something would happen but it really was not making a quantum move forward.

Now, I mention that, because as I conclude my remarks, I want to talk about institutionalized discrimination, with which I think you all well familiar now as a concept, versus simply crisis spots that are a reflection of a problem in society.

• 0950

At any rate, I wrote an article for *Reader's Digest*—or at least I did much of it and somebody else managed to polish it . . . where they were very dissatisfied with my lead. They did not think it was a great lead. Well, it was the truth. I was dozing off down in the basement, I think one April, and ABC happened to be on—since we all tend to watch too much American television—and this public affairs report came up, which really shocked me. It talked about a resurgence of the Klan, about a number of—I hate to use the words “right-wing” . . . I mean extremist organizations, not related to the right or left of the political spectrum, but extremist in their views; also some fringe of the born-again movement—not to take away from the legitimate part of that movement . . . who were really talking in extreme racist terms, at a level that had not been discussed for a long time.

[Translation]

l'arrivée de personnes d'origine italienne. Plus tard on m'appela pour mettre en cause l'arrivée de personnes originaires du sud-est Asiatique, des Antilles etc.

Nous nous sentons tous plus ou moins menacés par des différences surtout lorsque nous n'avons pas l'habitude d'un milieu mixte. La nouveauté inquiète, et nous avons tendance à nous sentir menacés par tout ce qui diffère visiblement de nous.

Le rapport Din paru au printemps de 1980 avait été commandé par le président de l'agglomération de Toronto, M. Paul Godfrey, après un incident grave au cours duquel une famille originaire du sud-est Asiatique avait été malmenée alors qu'elle rentrait d'un centre d'achats et s'appêtait à prendre l'ascenseur dans un grand immeuble situé non loin de ma propre circonscription. Le fait que des personnes innocentes aient pu ainsi être attaquées avait tiré la sonnette d'alarme.

Le rapport Din était arrivé à la conclusion qu'il fallait étudier d'urgence un certain nombre de points névralgiques. Je m'étais adressé à mon collègue, M. Lloyd Axworthy, à l'époque ministre de l'Immigration, et qui disposait d'un budget bien plus important que le mien, et nous avons réuni 250,000 dollars pour essayer d'arranger les choses sur le terrain en encourageant les diverses communautés à discuter ensemble de ce qui n'allait pas.

Je me suis aperçu à l'examen du dossier que ce n'était pas la première fois qu'on essayait de faire quelque chose. On avait essayé à maintes reprises d'amener les gens à se parler afin de calmer les tensions, sans pour autant vraiment résoudre le problème à la base.

Je mentionne cette tentative parce que je veux maintenant aborder la question de la discrimination institutionnelle, ce qui est tout autre chose que les incidents locaux qui traduisent des tensions au sein de la société.

J'ai écrit un article pour le *Reader's Digest*, article qui n'a pas eu l'air de plaire à tout le monde. Un jour au mois d'avril, j'étais en train de regarder discrètement la télévision chez moi; il s'agissait d'une émission américaine ABC, émission qui m'a vraiment choqué. Il y était question notamment de la renaissance du Ku Klux Klan et de toutes sortes d'autres organisations extrémistes, entre autres des groupuscules des re-nés, qui propagent des idées racistes extrémistes qu'on n'avait plus entendu depuis longtemps.

[Texte]

Well, that is the United States. Here in Canada the Klan, which I assumed from whatever information I had was a pretty small rag-tag bunch—some question of where their money came from—but they were popping up all over the place. I looked at multiculturalism as a policy, and I support it. I am sure my colleagues do. Frankly, it is politically important. It is also a realistic policy, reflecting the mix of the country. The opposition parties obviously support it. But what about this problem? There is nothing there in our programs. There is a human rights commission. There are provincial human rights commissions. But there is nothing there that has a social responsibility for it in multiculturalism. There is cultural retention—absolutely essential to have a sense of who you are—heritage languages outside of school—you cannot keep a culture if you cannot speak the language, or some of you cannot speak the language. There was the academic studies part, which would put on the record the contribution of various groups; some of the conflicts and problems they had. But there was no social side.

There were other aspects of a social face, but particularly the need to have some capacity to focus on the problem—and especially because our immigration numbers have changed but also the source of our immigration has changed significantly over the last 10 to 15 years. Quite frankly, with all goodwill for what various governments have tried to do, my feeling was that we had not adequately evolved policies to cope with that change, to help people understand the spirit of Canadian society and also to help Canadians understand the spirit of a very positive, I think, immigration policy generally.

So we then got some new money from Cabinet and for the first time set up some pilot projects on race relations. It took us some months to do it. Staffing, as the Auditor General pointed out the other day, seems to take forever in government. But we established a race relations unit, at least a focal spot that could initiate research, or indeed be a focal point for what was happening in the private sector. Then, as I meet the various groups—and here I speak particularly of those who are members of visible minority groups—I would hear—and also because there is this argument over what is a visible minority: well, I guess whatever appears to be different from whatever is the major portion of the society or place you are in at the moment. I know how tough it is; I know you have grappled with that.

At any rate, certainly the Jewish community, through some of its major organizations—and of course it is a very well organized community—was very frightened about racism and problems it has faced with the activities of the Klan. But I kept on hearing from visible minority groups, south Asian and black groups particularly, more so than the Chinese and Vietnamese and Japanese communities, that the law was inadequate; that the law had to be fixed up. There was racism, there was mistreatment of people, kids especially, because that touches you the most—you can take it, you are ready for it; you probably have faced it, if you are a visible minority; you have read about it; you are aware of it; your parents have told you about it. But the kids in school yards, by young hoods, that kind of thing, would come up in personal stories—the need to change the law.

[Traduction]

Il s'agissait bien entendu des États-Unis. Chez nous aussi le Ku Klux Klan faisait son apparition un peu partout, et c'était à se demander d'où ils obtenaient leur fonds, même s'il ne représentait qu'un ramassis de gens peu reluisants. La politique du multiculturalisme qui traduit la réalité sociologique de notre pays est une politique réaliste qui bénéficie de l'appui de tous les partis. Mais le multiculturalisme ne prévoit rien pour lutter contre le racisme. Il existe, bien entendu, les commissions fédérales-provinciales des droits de la personne. Dans le cadre du multiculturalisme, on s'occupait, entre autres, d'assurer l'apprentissage de diverses langues maternelles pour permettre la survie de différentes cultures. Toute une série d'études universitaires faisaient état de la contribution des différents groupes ethniques ainsi que des problèmes auxquels ils se heurtent. Mais rien n'était prévu pour s'attaquer à ces problèmes sociaux.

Or certains de ces problèmes se sont aggravés du fait que les immigrants arrivant depuis une quinzaine d'années ne sont plus en majorité originaire des pays occidentaux. Or malgré toute la bonne volonté, j'estime que nous n'avons pas fait assez pour faire face à cette évolution, notamment pour expliquer aux nouveaux immigrants les différents aspects de la société canadienne et en même temps faire accepter par les Canadiens cette évolution à mon sens très positive de notre politique d'immigration.

Nous avons donc obtenu des crédits du Cabinet pour créer des projets pilotes consacrés aux relations raciales. Cela a pris quelques mois, car ainsi que le vérificateur général l'a signalé l'autre jour, il faut du temps pour pourvoir un poste à la Fonction publique. Nous avons donc mis sur pied une unité chargée de relations raciales pour faire de la recherche et faire le point de la situation. Ensuite je me suis entretenu avec les représentants de toute une série de minorités dites visibles, même si la notion de minorité visible n'est pas facile à définir; je suppose que nous entendons par là tous ceux qui diffèrent par leur apparence de la majorité.

La communauté juive qui est très bien organisée s'est dite très inquiète de la recrudescence du racisme et notamment des activités du Ku Klux Klan. Des représentants d'autres minorités visibles, surtout du Sud de l'Asie et des Noirs plutôt que des Chinois, des Vietnamiens ou des Japonais ont insisté sur les lacunes de la loi. Le racisme est particulièrement dévastateur pour les enfants, alors que les adultes appartenant aux minorités visibles ont eu l'occasion de s'endurcir en quelque sorte. Mais c'est plus difficile à encaisser lorsque des enfants sont attaqués par des énergumènes. C'est pourquoi la loi devrait être changée.

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Of course, when I talked to some of the people who relate to making the law within the government system, they said, if you are going to have a free country, you have real difficulty in reining in on the law. You have to have freedom of speech, and what is the balance?

So what I did was call a conference on race relations and the law. I think you know a bit about that. It was held in April 1982. A lot of preparation was put into it by the directorate, which as you know is a very small group working on a whole lot of fronts and having to serve a great variety of communities. The idea was to try to get all the interested parties, a cross-section of visible minority leaders, but not everybody where it was just going to be one perhaps justified session of grievance, but a cross-section from the groups themselves; expertise from academia, police and attorney generals' representatives. That is broadly what we brought together . . . and some civil libertarians. Gordon Fairweather, of the Canadian Human Rights Commission, was there. I believe Alan Borovoy of the Canadian Civil Liberties Association was there. There was quite a set-to, because people who tended to be allies and friends, fighting oppression of weaker groups in society, were fighting with each other over how much you could change the law or how much you could not. And out of that discussion and record and, I think, some pretty impressive statements—some of them expressing the great frustration of various people from visible minority communities, with extensive experience in research and so on, and their conclusion was that there should be some major public hearing. They suggested a royal commission—at least they are all agreed on that.

• 0955

That was where this idea came from. My sense was that we have had some interesting royal commissions; we have had some expensive royal commissions; and we certainly know they can be thorough. But my personal view was they can get too far away from political action, and if you can do that, it would be a reason to sit for two or three years and not face something . . . There is a real problem now. Probably Parliament was the best route to go if we could, because we had the experience of the Disabled and Handicapped committee, which I thought did an excellent job and removed partisanship and really came up with some productive ideas. It has already moved some things and has a check-list to be presented to the government persistently. So I thought that was the route, to get all caucuses—have some expertise and sensitivity, and to have that public hearing with the credibility of the elected leaders themselves listening.

I am sorry to have gone on a little bit, but that was the sequence. Now, with regard to the responsibility of newspapers—just a small aside. Our one national newspaper, the mighty *Globe and Mail*, managed in one day, in a front-page story, to say the reason that this special committee was proposed was because we had some situational reports, and then of course, they went into analysing the situational reports. They put a price tag on it, I think 50 or 60 times the amount spent. The situational reports were a fast scan in 11 communities for debating purposes at that Race Relations and the Law

[Translation]

Mais si l'on veut modifier la loi, il s'agit de trouver un équilibre entre la liberté de la parole et l'interdiction de propos racistes.

Une conférence sur les relations raciales et le droit a eu lieu en 1982. La préparation de cette conférence a exigé énormément de travail de la part de personnes ayant à s'occuper de tout un tas de problèmes. Nous avons réuni un échantillon représentatif de toutes les minorités visibles, des représentants des universités, de la police, du Bureau du procureur général, ainsi que M. Gordon Fairweather de la Commission canadienne des droits de l'homme. M. Alan Borovoy, de l'Association canadienne pour les libertés civiles, a également participé. Des personnes qui, normalement, luttent ensemble pour protéger les faibles contre l'oppression de la majorité étaient loin d'être d'accord sur la façon dont il convenait de modifier la loi. On est enfin arrivé à la conclusion que cette question devrait faire l'objet d'audiences publiques, notamment sous la forme d'une commission royale d'enquête.

Or, j'estime que, bien que certaines commissions royales d'enquêtes font un excellent travail, généralement, cela prend trop de temps, et trop souvent, cela ne débouche sur rien de pratique. J'étais donc d'avis qu'il valait mieux confier la tâche au Parlement, si l'on en juge notamment par le Comité sur les handicapés, qui a fait un excellent travail, nullement entaché d'esprit partisan. Ce Comité a déjà soumis toute une liste de propositions au gouvernement. C'est pourquoi je me suis prononcé en faveur de la constitution d'un comité parlementaire.

Voilà donc comment les choses se sont passées. Pour ce qui est de la presse, le *Globe and Mail* a fait paraître un jour, à la une, un article selon lequel le comité spécial avait été créé à l'issue d'une série de rapports; le *Globe* avait multiplié par 50 les montants dépensés en réalité. Les rapports en question consistaient en documents préparatoires préparés par onze communautés en vue de la Conférence sur les relations raciales et le droit, tenue à Vancouver. Quoi qu'il en soit, le Cabinet a convenu avec moi que la tâche serait confiée à un comité parlementaire.

[Texte]

Conference. It was that conference in Vancouver that wanted some national study and led to, in turn . . . My decision was that the route should be—and Cabinet agreed the route should be—a parliamentary committee.

Obviously, as we went through the process of consulting with our caucus on the government side, and also in dealing with my Cabinet colleagues, there were some fears: You will cause more trouble than solve problems. I think you have proved that is not so, and that the airing had to take place to start to make some progress. Also, though, I was frightened of the problem of having—not great numbers . . . extremists trying to use it as a tool for disruption and so on. That is why, quite frankly, I put quite a hard time limit on it, so that you had to select a cross-section and be answerable to the press on whom you selected. So it was not left open that you just had absolutely to hear anybody and everybody and it could fall asunder.

There was some worry that if you used the word “racism” it would have a negative connotation. I believed the day the committee was established somebody would start to refer to it, or most of the press would, as a committee on racism and that is virtually what has happened.

For me, the major thrust . . . the groups were going to come forward with individual grievances, personal experiences as organizations largely—what was fundamental, from all the expertise I could get and the experience I built up, was to get at what is called by the sociologists and the academics “institutionalized discrimination”. Banks, schools, Parliament, the school boards, do they reflect reasonably a cross-section of the society they are operating in? If they do not, why do they not? Is a major missing element visible minorities who we think make up 10% to 15% of our population? If not, why not, and what can we do about it? And that hopefully was what you would manage to do as you went through your trauma.

Thank you.

The Chairman: Thank you, Mr. Fleming.

I will now turn to the question period, starting with Mr. Lewycky.

Mr. Lewycky: I have such a long list here that perhaps at the appropriate time we could revolve to the others, so that you do not get just one monotone.

The Chairman: You know, Mr. Lewycky, I would never permit that.

Mr. Lewycky: I could always get on to the second round, third round, whatever.

I appreciate those words of introduction, Jim, and certainly I too want to commend you on the work that you have done in preparation for this committee. I think the model you expressed of the handicap committee is definitely something which I know we discussed, even before the founding of the committee, because there is an educational component of this committee where I think all political parties, as you mention, can be sensitized.

[Traduction]

Certains de mes collègues du Cabinet craignaient que pareil comité ne risque de faire plus de tort que de bien. Mais il n'en a rien été et, bien au contraire, les discussions ont d'ores et déjà permis de réaliser certains progrès. On pouvait par ailleurs craindre que des extrémistes ne profitent des audiences pour susciter du désordre. C'est pourquoi les audiences ont été organisées selon des directives très précises en ce qui concerne les horaires, ainsi que la liste des témoins à comparaître.

En fait, malgré les inquiétudes quant à la connotation péjorative du mot racisme, le comité a, dès le départ, été connu comme le comité s'occupant justement du racisme.

L'essentiel était de jeter la lumière sur la discrimination institutionnelle. Il s'agit en effet de savoir si nos banques, nos écoles, le Parlement, les commissions scolaires, etc., traduisent bien, dans leur composition, la variété ethnique de la société canadienne. Il s'agissait donc de voir ce que l'on pourrait faire pour assurer une meilleure représentativité aux membres des minorités visibles, qui constituent de 10 à 15 p. 100 de la population canadienne.

Merci.

Le président: Merci, monsieur Fleming.

Monsieur Lewycky, c'est vous qui allez entamer les questions.

M. Lewycky: Ma liste de questions est si longue que je risque d'accaparer à moi tout seul tout le premier tour.

Le président: Vous savez bien que je ne le tolérerai pas, monsieur Lewycky.

M. Lewycky: Je reprendrai la parole lors du deuxième tour.

Je tiens, moi aussi, à féliciter M. Fleming de tout ce qu'il a fait pour contribuer à la constitution du comité. Même avant la formation du comité, le modèle du comité sur les invalides avait déjà été indéniablement envisagé, car les travaux du comité ont une connotation pédagogique qui fait que tous les partis politiques, vous l'avez dit, peuvent être sensibilisés.

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Also, one of the key points, which I even underlined in the little introduction you gave us, is the idea of having a checklist. We know that changes are not going to transpire necessarily tomorrow and, sometimes, for some of these issues or recommendations it takes some time to figure out some of the details as to how they could function.

With your background, could you comment, give your viewpoint, with regard to things some witnesses have raised and, of course, about which I am personally interested as well. Many ethno-cultural groups have expressed concern that the Multiculturalism Directorate is far too small; that structurally, it does not have enough of a profile, of a presence or a prominence or power; that it would be advisable to have a full department. If there were a full department, what sort of other structural changes could you conceive happening from your experience? What things from other departments would be more easily co-ordinated out of a department of multiculturalism? I think the illustration you gave about having to work together with Lloyd to get something accomplished is a good case in point. But from your experience, what other aspects do you see which could enable us to deal more with the whole participation of visible minorities and other ethno-cultural groups in our society?

Mr. Fleming: Okay. Your question is much broader than simply the issue of problems faced by visible minorities, although, of course, that is a part of it.

On the issue of having a separate department of multiculturalism, I must say that is a recurring recommendation of past Canadian consultative councils on multiculturalism—now the Canadian Multiculturalism Council—as we get into names. And I must admit it is my personal view that is tokenism, unless you have thought it out. I think you suggested or implied that in your letter. What would it be? How would it operate? I also think there is a danger, if you simply say that everything multicultural will sit in one department. Then you have to wonder: Now, does that mean then you are hived off again; you are the others; you are not everybody who cares to be ethnically active? You do understand what I am saying there.

There is a problem, however. Let me start at the beginning, and I will try to be brief. I think there is a problem because of the size of the directorate. I get a lot of flak about the directorate. I think some of the officers have grown very close to particular communities or community leaders because they have been there for so long, but they are immensely dedicated. Certainly, if anybody ever does a study of the Public Service with all the talk of how hard they work, I do not know of a group who worked harder, and tried harder, and cared more. I really mean that. I suppose every past Minister says that, but I think anybody who knows them or sees them operate knows that.

But you are rug-ranked. Your senior officer is about five tiers down from the top in a system that works on tiering. So you have a deputy minister who operates the department; then

[Translation]

D'autre part, un des éléments majeurs dont j'ai parlé dans le petit exposé que j'ai fait tout à l'heure est l'idée de dresser une liste des choses à faire. Nous savons que des modifications ne surviendront pas nécessairement demain, et il arrive que pour certaines des recommandations, il faille du temps pour que les détails de concrétisation se précisent.

Étant donné vos fonctions passées, pouvez-vous nous donner votre point de vue sur une question que beaucoup de témoins ont soulevée. Cette question m'intéresse tout particulièrement également. En effet, beaucoup de groupes ethno-culturels ont dit que la Direction du multiculturalisme était trop petite et qu'elle ne constituait pas une structure assez bien en vue, que sa présence n'était pas assez remarquable, qu'elle n'avait pas assez de pouvoirs. Ces témoins recommandaient un ministère en bonne et due forme. S'il y avait un ministère, quelles seraient les autres modifications structurelles qui se produiraient, d'après votre expérience? Quels sont les éléments qui pourraient être mieux coordonnés avec les autres ministères, à partir du moment où interviendrait un ministère du multiculturalisme? Vous avez donné un bon exemple, à mon avis, quand vous avez parlé du travail accompli avec Lloyd. D'après votre expérience, comment pourrait-on se donner le moyen de concrétiser la participation des minorités visibles et des autres groupes ethno-culturels dans notre société?

M. Fleming: Je vois. Votre question est beaucoup plus vaste que la question des problèmes que rencontrent les minorités visibles, même si, bien entendu, c'est lié.

Je sais bien qu'on ne cesse de recommander un ministère distinct pour le multiculturalisme, au Conseil canadien sur le multiculturalisme, qui était autrefois un conseil consultatif. Je dois reconnaître qu'à mon avis, c'est tout simplement un symbole, à moins qu'on ait bien préparé le terrain. Je pense que vous y faites allusion dans votre lettre. Que serait-il? Comment fonctionnerait-il? Je crains qu'on ne coure un danger en concentrant tout simplement tout ce qui a trait au multiculturalisme dans un seul ministère. C'est alors qu'il faut se demander si l'on ne fait pas tout simplement bande à part pour travailler, si l'on ne constitue pas l'unique équipe s'occupant des questions ethniques. Vous comprenez ce que je veux dire, n'est-ce pas?

Néanmoins, un problème se pose. Je vais essayer d'être bref, tout en reprenant les choses au départ. Je pense que l'importance de la direction constitue un problème, et on me fait beaucoup de critiques à cet égard. Certains des agents de la direction sont très près des collectivités, ou des leaders des collectivités, parce qu'ils sont en poste depuis très longtemps, et aussi parce qu'ils sont très dévoués. Si l'on devait faire une étude de la fonction publique pour déterminer qui travaille le plus dur, ce serait peut-être ce groupe-là, car il fait de véritables efforts, et il est très dévoué. Je sais ce que je dis. Je suppose que tous les ex-ministres disent cela, mais je pense que, de toute façon, c'est évident.

Mais il y a la hiérarchie. Un agent responsable peut être cinq échelons plus bas que le haut fonctionnaire. En effet, il y a le sous-ministre qui dirige le ministère, et ensuite, il y a les

[Texte]

you have the sections of the department under an ADM; under that you have directors general and, under that, you have directors. Well, you say, Justice is now going to do an omnibus reform of the Criminal Code. And you ask: Who are the elements who should be in there and sensitive to this? If they think of you when you are way down there in one corner, you had better send your senior person. So your director goes over and he, or she, is sitting with ADMs, having a discussion. I am sorry; I would like to believe everybody is open and fair, but first that person comes . . . Well, not too many people will work at a pay level far below what they can earn because of their experience and competence.

So you are rug-ranked on that. Then you are rug-ranked on how well they will listen to you, because you do not have much clout and you have about three bosses before you even get up near the deputy minister level. So that is a problem.

But is the answer simply to say that we are now going to have 500 people to justify that, and continue with the program level as we are? I very much believe that multiculturalism, as it now stands as a program which uses public dollars very carefully to initiate a whole lot of private sector action, is largely the way it should stay. I believe ethnicity is something you have the right to; that it should be a societal concept; that we are a multicultural society and that, as Canadians, we have the right to be proud of what we are.

But we should not start getting into massive programs to build blocks. If you care and want a sense of who you are, the fundamental pieces will be there to help you do it in the voluntary sector. I think that is where you get the most caring development of it, too. That will not please some people who have perhaps said nice things about me when they were before the committee, but that is what I believe.

• 1005

A full department for the sake of the name of a full department, no. For instance, it would be so simple, in my view, simply to have an assistant deputy minister of citizenship and multiculturalism. At least at that level you have a senior person to deal with the others and you have some linking in with the other programs. I am afraid there has been a bit of a tendency for them to sit off by themselves as a directorate, too.

Whatever you do you really want to handle your own programs but have the policy capacity to go out and influence the other parts of government to make sure that policy decisions are sensitive to the cultural mix of this country, the needs of new, the injustice still done to some who have been here for a long time, if you are talking about visible minorities.

So the current situation is not satisfactory, in my view. You do not have to spend \$200 million and you do not have to make a separate department, but you have to operate it and put them in where they can relate to the others.

[Traduction]

sous-ministres adjoints. À l'échelon inférieur, il y a les directeurs généraux, et ensuite, les directeurs. Le ministère de la Justice procède à une réforme omnibus du Code criminel. Le problème se pose de trouver quels autres ministères sont touchés par cette question. Un ministère auquel on aura songé voudra se faire représenter par un cadre supérieur. C'est donc un directeur qui sera envoyé pour participer à une discussion avec des sous-ministres adjoints. Excusez-moi, mais même si je veux bien croire que tout le monde est ouvert et juste, il n'en demeure pas moins . . . Peu de gens accepteront de travailler et de toucher une rémunération inférieure à ce que leur expérience et leur compétence leur donneraient droit.

Il y a donc une hiérarchie là aussi. Il y a aussi une hiérarchie quand il s'agit de se faire écouter, et quelqu'un qui est à un échelon intermédiaire n'a pas beaucoup de poids, parce qu'on sait qu'il y a trois patrons entre lui et le sous-ministre. C'est donc un problème.

Peut-on dire simplement, cependant, que désormais, il y aura 500 employés, mais que l'on maintiendra le programme tel quel? Pour ma part, je crois fermement que le programme du multiculturalisme, tel qu'il existe actuellement en utilisant des deniers publics très soigneusement pour amorcer des mesures dans le secteur privé doit demeurer, dans l'ensemble, tel quel. Je pense que les gens ont le droit de conserver leur ethnicité et que cela doit faire partie des notions acceptées par la société. Notre société est multiculturelle, et à titre de Canadiens, nous avons le droit d'être fiers de ce que nous sommes.

Il faut se garder de lancer des programmes gigantesques qui constitueront des obstacles. Si quelqu'un se soucie de son identité et veut la bien connaître, les éléments fondamentaux seront en place pour lui venir en aide sur une base bénévole. Je pense que c'est dans le secteur privé que l'on trouve le plus de dévouement aussi. Je dis cela au risque de déplaire à ceux qui ont eu de bons propos à mon égard quand ils sont venus témoigner devant le Comité, mais c'est ce que je crois.

Un ministère de plein droit, tout simplement pour la forme, non. Par exemple, à mon avis, il serait très simple de nommer un sous-ministre adjoint à la citoyenneté et au multiculturalisme. Au moins, à cet échelon-là, on peut parler d'égal à égal avec d'autres hauts fonctionnaires, et cela permet de faire la liaison avec d'autres programmes. Je crains que la direction du multiculturalisme n'ait eu tendance à s'isoler.

Quoi qu'il arrive, on veut pouvoir diriger ses propres programmes, mais, en même temps, être capable d'influencer les autres secteurs du gouvernement, pour s'assurer que les décisions de politique correspondent bien à la mosaïque culturelle de notre pays, aux besoins des nouveaux arrivants, qu'elles redressent les injustices à l'égard de ceux qui sont ici depuis longtemps, quand il s'agit des minorités visibles.

La situation actuelle ne va pas, à mon avis. Il ne s'agit pas de dépenser 200 millions de dollars, et on n'a pas besoin d'un ministère distinct, mais il faut veiller à ce que les minorités soient intégrées et puissent se sentir acceptées.

[Text]

I think it is dangerous simply to try and have a big name and a small group, which is an excuse for nobody else to listen, although perhaps if it were there at that level with a deputy minister, the deputy minister with high skills and high pay would feel the incentive to go out and work on the other departments. But simply for tokenism's sake, no. It has to be thought out.

You have suggested again what would you put into it. That is very difficult. Multiculturalism is not just for new Canadians. It is a societal concept, and I think increasingly people are beginning to understand that. If that is the case, then do you want immigration to be directly there? There is a certain policing aspect to immigration in carrying out its policy.

Do you want it to take over all the settlement programs? Should it have ESL and FSL? I must say that for me is a critical area where much more must be done. A lot of it rests with the Provinces and municipalities, but whomever it rests with we have to get a lot better at helping people to learn one of the official languages when they get here so they can operate in our society because the costs are great for the lack of adequate training in ESL and FSL. But that is largely in other parts of Secretary of State and E&I and not with Multiculturalism.

I do not know; I do not have any great master plot, except I think you need an upgrading. I think the wheels grind slowly because we have such a fair system of everybody being able to apply and so on . . . but it takes a long time.

The budget was doubled. That automatically means you have to have more personnel to cope with the added responsibility of applying that budget. I think one of the great frustrations of the multiculturalism officers in the field is that you tend . . . When you are deluged with umpteen different programs and 50 different communities, perhaps, in a big city, how the devil do you go out and help the weak to get access to the programs you have available? It is the sharpest, the best organized, the best established who come and get the money because they know how to do it. How do you go out and activate with the weak if you do not have better resources? So I think those resources have to be more quickly put in place.

Mr. Lewycky: You said there is a danger that multiculturalism would be hived off if there was a full department; you have to have some sort of monitoring device to see that the policy is carried out throughout all government, all departments.

The one model we have of the official languages, which of course has some similar roots to the multiculturalism policy, is the Commissioner of Official Languages and of course the Official Languages Act, which arose out of the Bi-and-Bi Commission.

[Translation]

Je pense qu'il est dangereux de cacher un petit groupe derrière un nom ronflant, car cela ne fait que donner une bonne excuse à ceux qui ne veulent pas écouter quoi qu'on puisse dire, à savoir que s'il y avait un sous-ministre compétent et très bien payé, il serait motivé à s'atteler à la tâche avec les autres ministères. Symboliquement, je dis non. Il faut que ce soit fait soigneusement.

Vous m'avez demandé ce qu'on y mettrait. C'est très difficile. Le multiculturalisme ne s'adresse pas uniquement aux nouveaux Canadiens. Il s'agit d'une notion que doit endosser la société, et je pense que les gens commencent à la comprendre. Ainsi, serait-il judicieux que des questions d'immigration interviennent? En immigration, il faut faire respecter certaines règles, en même temps qu'on concrétise la politique.

Le multiculturalisme devrait-il veiller à tous les programmes d'établissement? Prenez l'exemple des programmes d'apprentissage de l'anglais et du français langue seconde. À mes yeux, c'est là un aspect critique où l'on devrait faire bien davantage. Une grande part des responsabilités à cet égard incombe aux provinces et aux municipalités, mais quels que soient les responsables, ils devraient faire bien davantage pour aider les gens à apprendre une des langues officielles à leur arrivée, pour qu'ils puissent s'intégrer à notre société, car il en coûte fort cher de ne pas bien connaître l'anglais ou le français. Néanmoins, ces programmes relèvent d'autres services du Secrétariat d'État et du ministère de l'Emploi et de l'Immigration, et non pas du multiculturalisme.

Je ne sais pas, et je n'ai pas de grandes idées, mais je sais qu'il faut une amélioration. Je pense que la machine se met en marche lentement, car le système est juste, et n'importe qui peut faire une demande. Il faut du temps, cependant.

Le budget a été doublé. Cela signifie qu'il faut plus de personnel pour assumer la responsabilité supplémentaire de dépenser cet argent. L'une des causes des frustrations les plus douloureuses pour les agents du multiculturalisme dans les régions est que . . . Quand vous êtes inondé de toute une gamme de programmes et qu'il y a cinquante collectivités différentes, dans une grande ville, par exemple, comment peut-on aider les plus faibles à avoir accès aux programmes disponibles? Ce sont toujours les plus fûtés, les mieux organisés, les mieux établis, qui obtiennent l'argent, parce qu'ils connaissent les rouages. Comment motiver les faibles sans ressources supplémentaires? Il faut donc que ces ressources soient engagées dans les plus brefs délais.

M. Lewycky: Vous avez dit que si on créait un ministère à part entière pour le multiculturalisme, il y aurait danger qu'il fasse bande à part, et il faudrait qu'il existe une sorte de mécanisme de contrôle pour veiller à ce que la politique soit concrétisée partout au gouvernement, dans tous les ministères.

Nous avons le modèle de la politique des langues officielles; donc, par certains côtés, les origines sont les mêmes que la politique du multiculturalisme. Il existe un commissaire aux langues officielles et, bien entendu, la Loi sur les langues officielles qui découlent des travaux de la Commission sur le bilinguisme et le biculturalisme.

[Texte]

Do you see a role for a commissioner of multiculturalism to monitor a policy and report on that policy sort of on an annual basis to, say, a standing committee of multiculturalism as a possible route? What are the pros and cons of that?

Mr. Fleming: I think in a way the Canadian Human Rights Commission is a comparison with the Commissioner of Official Languages in the sense that they take grievances at the federal level where something has happened in the federal Public Service that is discriminatory. You might argue about strengthening their mandate, although it is pretty good now, one of the best of all the human rights commissions in the country.

To review government... it is a good question of how you would activate that. Again I am worried between your appointing somebody who can make a nice report every year but is away from the system and having the concept integrated into the system. You might take the Department of the Secretary of State, which in my understanding really ended up being a catch-all or residual for what did not fit every place else, but it has a couple of key components, which are citizenship, the multiculturalism part, native programs, official languages, protocol. You might say this is the department of citizenship and multiculturalism. You might say it is the department of... Culture is difficult because then you get into communications and so on, but you might well simply say the Secretary of State becomes the minister of citizenship and multiculturalism and that you have an ADM who is responsible for multiculturalism to upgrade, the thing I was talking about earlier.

• 1010

I am trying to look at roots that you can practically get to and make things operate quickly. I have to be careful; I have been saying an awful lot in public lately. I think this government has tried a number of ways to restructure, to modernize, to simplify and with every good intent; some of it has not been terribly successful. I would rather you do simple things which make you operational very quickly.

I would like to see this new staff that should be there because of the new money, in place. I would like to see an upgrading of the senior officer, which should come along with that expansion. Then your job is to be advocates within government, to the other departments, and you have the level of confidence to do it in your senior managers.

For instance, there is a major funding committee called the Social Sciences and Humanities Research Council. Then we have the Canadian Ethnic Studies division of our policy in Multiculturalism Canada. Now, that is important to make sure those ethnic studies are done; there is a review committee. There is great conflict over who is going to do it right. It is nice it is there, but does it become an excuse for shirking; not to say that a major part of studying the humanities in Canada should be the cultural mix in this country, the settlement in this country, the frustrations of settling and the contribution.

[Traduction]

Pensez-vous qu'un commissaire au multiculturalisme pourrait jouer le rôle de surveillant d'une politique et faire rapport annuellement, disons, à un comité permanent sur le multiculturalisme? Quels sont les avantages et les inconvénients de cette mesure?

M. Fleming: Je pense qu'on peut comparer la Commission canadienne des droits de la personne au rôle du commissaire aux langues officielles, en ce sens que les deux sont saisis de plaintes quand il y a discrimination dans la fonction publique fédérale. On peut prétendre que le mandat de cette commission peut être élargi, même s'il est déjà assez large, car nous avons une des meilleures commissions des droits de la personne au pays.

Surveiller le gouvernement... On peut se demander comment cela se concrétiserait. Une fois de plus, je m'inquiète du fait qu'on envisage de nommer quelqu'un qui préparerait un joli rapport tous les ans, mais qui serait en dehors du système et qui ne s'occuperait pas de faire connaître la notion. Prenez le Secrétariat d'État, qui, finalement, est le fourre-tout où on met tous les programmes qu'on ne sait pas où placer. Le Secrétariat d'État s'occupe de la citoyenneté, de son aspect multiculturel, des programmes à l'intention des autochtones, des langues officielles, du protocole. On pourrait dire qu'il s'agit du ministère de la citoyenneté et du multiculturalisme. On pourrait dire que c'est le ministère de... Il serait difficile de l'appeler ministère de la Culture, car cela implique les communications, etc. On pourrait tout aussi bien dire que le secrétaire d'État devient le ministre de la citoyenneté et du multiculturalisme et qu'un sous-ministre adjoint est responsable de l'amélioration du multiculturalisme, comme je le disais tout à l'heure.

J'essaie de trouver des solutions pratiques qui donnent des résultats. Il faut être prudent, et j'ai beaucoup parlé en public récemment. Je pense que le gouvernement a essayé de restructurer, de moderniser, de simplifier certaines choses, et ce, animé d'une bonne intention. Certaines mesures n'ont cependant pas été très fructueuses. Je préférerais qu'on prenne des mesures simples qui donnent des résultats rapidement.

Je voudrais qu'on embauche des effectifs nouveaux, parce que le budget a été approuvé. Je voudrais qu'on relève le niveau de l'agent supérieur, et cela devrait être fait avec le développement de la direction. Ensuite, ces gens pourraient défendre la politique dans les autres ministères, et les hauts fonctionnaires qui s'en chargeraient auraient la confiance nécessaire pour cela.

Par exemple, il y a un important comité de financement qui s'appelle le Conseil de recherches en sciences humaines du Canada. À la direction du multiculturalisme, il y a une division des études ethniques canadiennes. Il est important de veiller à ce que ces études ethniques soient menées à bien, mais il y a un comité de révision. Il y a donc un conflit féroce pour déterminer qui fera le meilleur travail. Il est bon de prendre des précautions, mais on se demande si c'est une excuse pour temporiser. On devrait mettre l'accent sur les études humaines au Canada, sur la mosaïque culturelle de notre pays, la

[Text]

That is always the problem in government. How do you make those pieces work? I do not think you try to climb mountains and simply have the piece of paper saying that we tried. I think you are better to try to get up the hill and then get up the next hill. I think the first thing you do is just upgrade where it sits in the Secretary of State.

Mr. Lewycky: The multiculturalism department deals with people who have settled here by different ways of migration. Of course, we have the aboriginal people; we have some established visible minorities, like the blacks of Nova Scotia, and some of the new groups. It seems one of the most difficult issues we have had to deal with in the evidence before this committee, or even through some of our colleagues, is the notion that those who have been here longer are entitled actually to more opportunity than those who have arrived more recently or those who have been here only for a short period of time. I just wonder whether you could comment on that issue.

Mr. Fleming: Well, one of my frustrations when I was Minister was that a lot of the native organizations would not come to Multiculturalism Canada because they felt, or I heard they felt, that to do so would make them just like everybody else in a country with very mixed cultural origins; they were something special and had special rights. Some simply said: We want the dough and they have some money there, and we cannot get it somewhere else. In some areas, cultural assistance—for instance, in native languages—is pretty limited, so they come to us.

Then my fear was, gosh, with the small pools of money I have, if they ever really come, with every just right, we will be wiped out and we will have nothing for this other part of Canadian society. You know, Indian and Northern Affairs is a big department. It has had its trauma and difficulties, but it is a big department with a big budget; there is a lot of funding of native organizations at a considerable level, and in that light I tended to say: I have other things I must prioritize, which are new Canadian communities, or ethnic communities versus native communities. Now, an ethnic community can be Irish and it can be Scottish and it can be Acadian, but that was the idea. Who amongst them needed it the most, or who were most prepared to do something useful with it? How do you cope with that problem?

On the issue of visible minorities and equity, I do not see anybody's being first, second and third. The argument is that everybody is treated fairly, and why are some people not? Why can some people not move through the system better than they do?

Then I thought about this, as we thought of the committee. You could go for two years and simply meet with native groups over some of the problems that are deeply rooted, but I felt there was another arm of government ongoing, with a much

[Translation]

colonisation, les frustrations qu'elle a entraînées et aussi la richesse qu'elle a occasionnée.

C'est toujours le même problème au gouvernement. Comment faire en sorte que tous les rouages s'imbriquent bien? Je ne pense pas qu'il suffise d'essayer de gravir des montagnes et de le dire sur papier. Je pense qu'il faut s'acharner à tout prix à arriver au sommet, et ensuite entreprendre de gravir une autre pente. Je pense que la première chose à faire est d'améliorer les choses telles qu'elles existent actuellement au Secrétariat d'État.

M. Lewycky: La Direction du multiculturalisme s'occupe des gens qui se sont établis ici lors de diverses vagues de migration. Bien entendu, il y a les autochtones. Il y a également des minorités visibles bien établies, comme les Noirs de la Nouvelle-Écosse, et d'autres groupes plus nouveaux. Il semble qu'un des problèmes les plus épineux exposés dans les témoignages devant les membres du Comité, ou par l'intermédiaire de certains de nos collègues, soit la notion voulant que ceux qui sont ici depuis plus longtemps ont droit à plus de chance que ceux qui sont arrivés plus récemment, ou qui sont ici depuis peu de temps. Quelles sont vos remarques à cet égard?

M. Fleming: Quand j'étais ministre, beaucoup d'organisations autochtones ne s'adressaient pas à la Direction du multiculturalisme parce qu'elles estimaient—ou du moins on m'a dit qu'elles estimaient—qu'en procédant ainsi, elles se mettaient au même rang que ceux qui sont de diverses origines culturelles, alors qu'elles représentaient un groupe spécial ayant des droits spéciaux. Certains disaient tout simplement: nous voulons de l'argent. La direction a de l'argent que nous ne pouvons pas obtenir ailleurs. Dans certains domaines, comme l'aide culturelle, notamment pour ce qui est des langues autochtones, les fonds sont limités, et c'est pourquoi les autochtones s'adressaient à nous.

Ensuite, je me suis dit que comme nous avions peu d'argent, si tout le monde s'adressait à nous, à bon droit, nous serions ruinés, et il ne resterait plus rien pour les autres groupes de la société canadienne. Le ministère des Affaires indiennes et du Nord canadien est un très grand ministère, qui a connu ses difficultés, mais il a un gros budget. On donne beaucoup de subventions aux organisations autochtones, et c'est pourquoi j'ai dit: j'ai d'autres priorités, les nouvelles collectivités canadiennes, les collectivités ethniques, par opposition aux collectivités autochtones. Une collectivité ethnique, pour moi, peut être irlandaise ou écossaise, ou encore, acadienne. Vous voyez un peu l'idée générale. Il s'agissait de déterminer qui en avait le plus besoin, ou qui était prêt à faire quelque chose d'utile pour l'obtenir. C'est un problème très difficile.

Pour ce qui est des minorités visibles et de l'équité, je ne vois pas d'ordre prioritaire là-dedans. Il faut que tout le monde soit traité sur le même pied, et on se demande pourquoi certains ne le sont pas. Pourquoi certaines personnes ne peuvent-elles pas mieux s'intégrer?

C'est alors que j'ai pensé au Comité. Vous pourriez siéger pendant deux ans et rencontrer les groupes autochtones pour discuter de problèmes bien enracinés, mais j'estimais alors qu'une autre administration gouvernementale, dotée d'un

[Texte]

bigger budget, doing that. You cannot eliminate that part from your consideration, but you are looking . . .

I thought the job was to try and look societally at what are some of the frustrations. Is the place working right in its various aspects? That is the institutional. Are there institutional barriers or not? If there are, and we do not have the research to figure out why, let us get the research. Let us at least identify them, get the research and start working on it, and say: Yes, nobody is trying to hurt anybody or take anything away from anybody; there is just some injustice around here. It is there; here is the proof, and a society cannot go on long with that without costing a whole lot more. It is not fair, so let us work on it. I do not put natives first and somebody else second, although they have some terrible problems that go back a long way.

• 1015

Mr. Lewycky: Maybe I focused a little bit too much on the natives, because the issue before the committee has probably focused more on those who are established immigrant groups, if I could use that sociological term, to the newly arrived groups, many of whom would be visible minorities. The arguments have been raised, or the issue has been raised that these more established groups, because they have been here a bit longer, deserve to have more opportunities than those who have just arrived in the last five or ten years, basically, who are visible minorities.

Mr. Fleming: If we are working on the part of the program that deals with equitable treatment and fairness, getting people into society, then for me you concentrate your dollars on those least capable. Now, they might well be newcomers in the sense of the Vietnamese. The boat people have had some tremendous problems, women especially in isolation, culture, language barriers, adjusting to our climate. We are aware of that. I started out with pilot projects at least on assistance for immigrant women because of that.

But there are some long-established groups. You mentioned the black community in Nova Scotia where I believe there is still . . . Everybody will get mad at me for saying it, from Nova Scotia, but darn it, you go out there, and if you sit around and you talk to people, and they have just had some problems within their own community organizations, there are problems there after all those years. Some of those people, their forefathers were slaves in Canada, 150 years ago or 170 years ago.

So it is not easy. I think the weaker and the newer, or those who traditionally have suffered and deserve adjustment, all have to be worked on, and you cannot say one, two and three when you do it.

The Chairman: Thank you.

Mr. Mitges.

[Traduction]

budget beaucoup plus important, s'occupait déjà d'eux. On ne peut certainement pas laisser toute la question de côté, mais . . .

Je pensais qu'il fallait regarder quelles étaient les frustrations du point de vue de la société. Est-ce que les diverses composantes s'imbriquent bien? Cela est une question structurelle. Y a-t-il des barrières institutionnelles ou pas? Dans l'affirmative, nous n'avons pas les études nécessaires pour déterminer pourquoi il faut faire cette recherche. Dans un premier temps, il faut cerner le problème, ensuite, faire la recherche, et ensuite, y trouver des solutions. Personne n'essaie de faire du mal à qui que ce soit, ou d'enlever quoi que ce soit à qui que ce soit. Il y a des injustices et il faut le prouver; une société ne peut pas se maintenir très longtemps si elle ne fait rien dans un tel cas, car c'est trop coûteux. S'il y a des injustices, redressons-les. Je ne mets pas les autochtones d'abord, et ensuite quelqu'un d'autre, même si les premiers font face à des problèmes très graves, qui remontent à il y a très longtemps.

M. Lewycky: Je me suis peut-être un peu trop concentré sur les autochtones, car les travaux du comité, finalement, concernent de plus près les groupes d'immigrants établis, c'est-à-dire les groupes nouvellement arrivés, dont beaucoup appartiennent aux minorités visibles. Certains ont fait valoir que ces groupes plus anciennement établis, étant donné justement qu'ils sont installés de plus longue date, méritent qu'on fasse un peu plus pour eux que ceux qui viennent d'arriver dans les cinq ou dix dernières années, et qui appartiennent à des minorités raciales.

M. Fleming: S'il s'agit de cette partie du programme qui concerne l'égalité de traitement, l'intégration dans la société, alors, il faut concentrer ses efforts sur les plus démunis. Un exemple de nouveaux arrivants sont les Vietnamiens, les *boat people*, qui rencontrent des problèmes énormes, et surtout les femmes, sur le plan de l'isolement culturel, de la barrière linguistique, de l'adaptation au climat. Nous en avons conscience, et c'est précisément pour cela que j'ai lancé des projets pilotes concernant tout particulièrement les femmes.

Mais il y a aussi d'autres groupes anciennement établis qui ont besoin d'aide. Vous avez mentionné la communauté noire en Nouvelle-Écosse qui est toujours . . . Tout le monde va m'en vouloir, mais, bon Dieu, il faut quand même le dire . . . En Nouvelle-Écosse, après toutes ces années, 150 ou 170 ans, les descendants de ces esclaves se heurtent encore à des problèmes.

Les choses ne sont donc pas simples. Je pense que ce sont les plus faibles et les plus récemment arrivés qui souffrent le plus et qui doivent recevoir la priorité de nos efforts, mais les choses ne bougent pas vite, il faut du temps.

Le président: Je vous remercie.

Monsieur Mitges.

[Text]

Mr. Mitges: Jim, I just have one line of questioning regarding a minister of multiculturalism. Should we appoint one for tokenism's sake? Then you said also that multiculturalism is not just for new Canadians.

All across the country when we heard the various briefs, as was mentioned earlier, most of them would like to see a minister of multiculturalism. As you know and I know, most ethno-cultural groups are very, very sensitive, and when they perceive that the director of multiculturalism is, as you mentioned earlier, at the lower end of the totem pole, it does not give them much to grasp when the government of the country does not see fit to give a high identity to the director of multiculturalism.

In my opinion we should have a minister of multiculturalism; to have all these programs pretty well under his department, and it is going to affect, as you say, not only the new Canadians but all Canadians. That is why I say that the department of multiculturalism is a very, very important department in Canada and should be upgraded.

Mr. Fleming: I guess, Gus, I do not disagree with the importance at all. All I am saying is that what you really want to do—and it sounds very pious and I do not mean to be—you have to make the system work. The reality is we are all very mixed in our backgrounds and we all get very threatened when something arrives on the scene that seems to try to be taking over our territory, our turf or our security, and yet the country survives on our difference. It is exactly the same syndrome as the French language and English language conflict, the same syndrome as east and west and the centre milking the west blind and the west saying: For once give us our chance. You know some of these claims and grievances are quite justified, and the survival of the country is the trade and balance.

Now, I wish it were as easy as to say that if there is a minister of multiculturalism it will be a full ministry and it will be solved, but I guess I am saying: Let us think it out more. I always had trouble having people tell me how you do that. What I am really saying is it is a societal concept; and it is now in the Constitution, which is very important. It is a reference as well as a nondiscrimination clause, but the actual embracing clause. And when policies are set that Canadian reality should be considered sensitively when those policies are made by this government.

But that alone will not make society better understand its reality and its power components unless we help, and other levels of government help, in going out and finding out what the so-called institutional barriers are.

• 1020

I would like say—I can be tough a bit and we are all politicians—that in the course of three and a half years I do not think I got a dozen questions on this issue. That is not just attacking the critics, because I know—I have sat in opposition—that when you try to get into a line-up it is a case of having to talk about unemployment, having to talk about this, having to talk about that, and you do not get on the agenda. The way things happen is largely either through support for

[Translation]

M. Mitges: Jim, je n'ai qu'une question, et qui concerne la création d'un ministère du multiculturalisme. Faut-il désigner un ministre du multiculturalisme, même si ce n'est qu'un geste creux? Mais vous-même avez dit que le multiculturalisme n'est pas destiné seulement aux Néo-Canadiens.

La plupart des intervenants que nous avons entendus dans tout le pays réclament un ministère du multiculturalisme. Vous le savez et je le sais, la plupart des groupes ethno-culturels sont très chatouilleux, et s'ils considèrent que le directeur du multiculturalisme est confiné au bas de l'échelle, cela ne leur plaît guère, et ils voudraient que l'on donne un rang plus prestigieux, au sein du gouvernement, à celui qui est chargé du multiculturalisme.

Je suis d'avis qu'il faudrait créer un ministère du multiculturalisme qui regrouperait tous ces programmes qui, en définitive, affectent non seulement les Néo-Canadiens, mais tous les citoyens. C'est pourquoi je pense qu'il faudrait accorder un rang extrêmement élevé au ministère du multiculturalisme.

M. Fleming: Je ne disconviens pas de l'importance de la question, Gus. Tout ce que je dis, c'est qu'il faut arriver à ce que le système fonctionne, même si cela paraît pompeux de le dire. La réalité est que nous avons tous des origines très complexes et que nous nous sentons tous très menacés lorsque quelque chose semble vouloir venir envahir notre territoire, notre sphère de sécurité, et pourtant, le pays se nourrit de nos différences. C'est exactement le même syndrome que l'opposition entre anglophones et francophones, que l'opposition entre Est et Ouest et centre, dont on dit qu'il saigne l'Ouest à blanc, l'Ouest réclamant pour une fois une chance. Nous savons que certaines de ces doléances sont plutôt justifiées et que c'est la survie du pays qui est en jeu.

Je souhaiterais qu'il suffise de créer un ministère du multiculturalisme de plein droit pour résoudre tous ces problèmes. Ce que je dis, c'est qu'il faut y réfléchir, qu'il n'existe pas de solution simple. C'est tout un concept de société qui est en jeu, mais il est maintenant inscrit dans la constitution, et cela compte. On ne se contente pas d'interdire la discrimination, on en fait une affirmation positive. Et, lorsque le gouvernement décide de son action, il doit le faire en tenant compte de cette réalité canadienne.

Mais cela ne suffira pas à faire prendre conscience à la société de cette réalité si nous-mêmes et d'autres niveaux de gouvernement ne l'aidons pas, si nous ne cherchons pas quelles sont les barrières institutionnelles qui existent.

J'ajouterai—je sais que je peux vous parler franchement, car nous sommes tous des hommes politiques—que l'on ne m'a même pas posé une douzaine de questions là-dessus en l'espace de trois ans et demi. Je ne dis pas cela pour critiquer l'opposition, car je sais que ses porte-parole doivent souvent faire la queue pour arriver à poser des questions sur le chômage et d'autres sujets très importants. Si les choses arrivent à bouger, c'est surtout par un effort de l'intérieur, par l'action des

[Texte]

the person inside, on the government side, trying always to make whatever your piece of responsibility is something more; seldom do you say that there is too much of this and let us cut back. I guess that is the reality of public life.

Perhaps that is bad, but in this case obviously there has to be some further move forward, although I think there has been a whole lot of progress—it is self-serving, but a whole lot of progress—in the last couple of years: it is in the Constitution; the budget has more than doubled; we now have social policies as well as cultural retention policies. We have not heard that side. Something more, yes, but just a name and a title? I am not sure that that does it and I am just worried about the hiving-off aspect. Public servants, even at the senior level—most of them excellent people—come with their mind-blocks too. They come out of a society that, as benevolent as ours seems to be compared with that of others, is far from perfect.

What you really want to do, more than anything else, is simply have the ability to apply that sensitivity to the diversity of this country across the board... however you accomplish that. I do not have the perfect answer. You could quickly start doing it by upgrading.

The Chairman: Thank you, Mr. Mitges.

Mr. Veillette.

M. Veillette: J'ai beaucoup apprécié votre exposé. Vous avez mentionné avoir reçu des sommes d'argent pour mettre sur pied des projets pilotes. Pourriez-vous nous dire dans quelle sphère d'activités ces projets pilotes ont oeuvré?

Mr. Fleming: Okay. You know how limited the budget is, albeit I am very proud that it has gone up, and it went up considerably while I was minister. But for instance in the case of immigrant women, there is a minister of state for women, there are major social programs that particularly affect women, or are particularly a problem for women. There is a National Council on the Status of Women, a national, federally appointed council. But I said that I am to be a minister who advocates movement where, in my area of responsibility, I think these other pieces are not working. I do not have a lot of money, but I am aware that there are a lot of women who come to this country, who were not born here but have been here for a long time, who are held back through the lack of systems, or simply by virtue of their lifestyle in the years they have been here; held back from having their fair share of the system.

Let me give you an example. I want to do that to pre-set what I mean by "pilot project". In my community, I have a very large number of people of Italian origin. In campaigning in one of the campaigns a few years back, I came to a door where there was a family. The parents were probably in their mid-40s, late-40s, their kids were now almost in their 20s. The week before the father and the two sons had got their citizenship. The mother, who had been here since about 1950, had been refused her citizenship because she could not, in this case, speak English—could not speak one of the official languages. That was a criterion. The reason why she could not was that

[Traduction]

titulaires du portefeuille qui parviennent à renforcer leur sphère de compétence. Vous ne voyez jamais un ministre proposer de lui-même une réduction de son budget. C'est ainsi en politique, on n'y peut rien.

C'est peut-être regrettable, mais dans ce cas-ci, il faudra que les choses bougent. Certes, il y a déjà eu beaucoup de progrès ces dernières années, même si ma modestie doit en souffrir. C'est inscrit dans la Constitution, le budget a plus que doublé et nous avons maintenant des politiques sociales aussi bien que des politiques de rétention culturelle et on n'en a pas suffisamment parlé. Faire plus, d'accord, mais faut-il changer de nom et de titre? Je ne suis pas certain que ce soit judicieux, car il ne faut pas oublier que ce nouveau ministère devra être composé de fonctionnaires qui connaissent eux aussi leurs blocages mentaux, même ceux de très hauts rangs. Ce sont d'excellents fonctionnaires en général, mais ils sont issus d'une société qui est loin d'être parfaite, même si la nôtre paraît très libérale comparée à beaucoup d'autres.

Ce qu'il faut faire avant tout, c'est pouvoir appliquer partout cette sensibilité, cet esprit d'ouverture devant la diversité du pays, peu importe comment. Je n'ai pas de solutions toutes faites, mais il faut améliorer les choses.

Le président: Je vous remercie, monsieur Mitges.

Monsieur Veillette.

Mr. Veillette: I did appreciate your statement very much. You have mentioned having received moneys to set up pilot projects. Could you tell us what these projects were dealing with?

M. Fleming: Bien. Vous savez combien le budget est limité, encore qu'il ait augmenté durant mon administration, ce dont je suis très fier. Prenez par exemple le cas d'une femme immigrante, il existe un ministère d'État des femmes, il existe de grands programmes sociaux qui concernent particulièrement les femmes ou qui s'attaquent à un problème particulier des femmes. Il existe un conseil national de la situation de la femme, un conseil national fédéral. J'avais annoncé que, en tant que ministre, j'appouerais un mouvement là où, dans ma sphère de responsabilité, ces programmes ne donnent pas les résultats voulus. Je n'avais pas beaucoup d'argent, mais je savais que beaucoup de femmes immigrantes, vivant au pays de longue date, ne peuvent s'épanouir, ne reçoivent pas leur juste part, du fait des lacunes du système ou tout simplement du mode de vie qu'elles ont mené chez nous depuis leur arrivée.

Laissez-moi vous donner un exemple. Afin de montrer ce que j'entends par un projet pilote. Dans ma localité vivent un grand nombre de gens d'origine italienne. Lors d'une campagne électorale il y a quelques années, j'ai frappé à une porte où vivait une famille. Les parents étaient dans la quarantaine, fin de la quarantaine, les enfants avaient une vingtaine d'années. Juste une semaine avant, le père et les deux fils avaient reçu leur citoyenneté. Celle-ci avait été refusée à la mère, bien qu'elle vive au Canada depuis environ 1950, parce qu'elle ne parle pas l'anglais, ne parle aucune des langues officielles. La raison pour cela est qu'elle frottait les planchers, travaillait à

[Text]

she had been scrubbing the floors and working in a factory and bringing up that family. She had been isolated in her home, while the kids got out to school and the father got out to work.

Do we not have some responsibility to give access to people like that to their rights in a society? What we try to do is to say, let us find out if there are ways in which dollars can be effectively spent to get these . . .

I should add that she probably would be afraid, because she had been in the family unit for so long, to go to a big college two miles away, or would not have the time to do it, by the time she had worked in the factory and still cleaned the floors and made dinner. So how do you do it? Can you get classes going in a church basement? Can you get something going on cable television? Can you get a phone network going? Let us try to find out in the voluntary sector, with some funding from us, whether ways can be found to reach these people. That is the kind of pilot project we would set out.

If we were to get a success story, I could start to say to the National Council on the Status of Women, as an ally in this particular area, or to Judy Erola, as the minister responsible, that this works, this is helping, but there needs to be some ongoing program, because I just have pilot money to see if we can make it work better. When you have limited funds, you are always trying to trigger things that somebody else will pick up later.

• 1025

M. Veillette: Si le gouvernement décidait de mettre sur pied un ministère responsable du multiculturalisme, quels seraient les points les plus pressants auxquels il devrait s'attaquer, selon vous? Est-ce que ce devrait être des sujets portant sur l'éducation, les communications ou un autre domaine d'activités auquel il devrait s'attacher en premier lieu s'il désire résoudre les problèmes de discrimination et de racisme?

Mr. Fleming: Well, in the area of discrimination, there are a number of vital areas for me. Number one is education—that is, an area where the federal government does not have direct responsibility but which is something I worked hard on. And to give fair credit, a whole lot of pressure built out there was just to develop a network of educators, teachers, trustees, concerned parents, who felt the educational process did not reflect in its history books and in its teaching the mix of people who helped build the country. There was a major conference in Winnipeg in the fall of last year, I think, and now there is a group working in Ontario, as well as one starting up in Nova Scotia, I think, in their teachers' federation, which is quite sophisticated, on determining how the educational process can better represent diversity.

If I can, Mr. Veillette, I would point out something very important in that anglophones and francophones are part of that diversity. The francophone community is massively diverse and, aside from the native people, probably has the most distinctive Canadian culture because of the years that the French community has been here. Look at the Acadians in

[Translation]

l'usine et élevait sa famille. Elle était isolée chez elle pendant que les enfants allaient à l'école, et que le père partait travailler.

N'est-il pas de notre responsabilité de donner accès à des gens comme cela aux avantages de notre société? Ce que nous faisons, c'est de chercher comment employer les ressources budgétaires pour aider ces catégories de personnes.

J'ajouterai que cette femme n'oserait probablement pas aller au grand collège à deux milles de là, ayant été confinée chez elle pendant si longtemps, ou bien n'aurait pas le temps parce qu'elle doit travailler à l'usine, et aussi frotter les planchers et faire la cuisine. Comment faire, dans ce cas? Peut-on organiser des cours dans le sous-sol d'une église? Pourrait-on diffuser quelque chose sur un canal de télévision par câble? Peut-on organiser un réseau téléphonique? Y aurait-il moyen de travailler avec le secteur bénévole pour parvenir à toucher ces gens? Voilà le genre de projets-pilotes que nous mettons sur pied.

Pour vraiment assurer le succès, il faudrait aller voir le Conseil national de la situation de la femme, qui est un allié dans ce cas particulier, ou Judy Erola, le ministre responsable, et leur montrer qu'un tel programme est utile, mais qu'il faut maintenant quelque chose de permanent, avec un budget permanent pour que le travail puisse se faire sur une base régulière. Lorsque l'on ne dispose que de ressources limitées, on essaie toujours de mettre quelque chose en marche que d'autres reprendront par la suite.

Mr. Veillette: If the government decided to set up a department for multiculturalism, what in your opinion would be the most urgent priorities? Would it be education, communication or another area of activity, which it must first address if it wishes to resolve the problems of discrimination and racism?

M. Fleming: Dans le domaine des problèmes de la discrimination, il y a plusieurs choses qui me semblent importantes. Un point pressant est l'éducation et c'est un domaine où j'ai travaillé très dur, mais qui ne relève pas directement du gouvernement fédéral. Pour dire les choses comme elles sont, il fallait beaucoup de pressions pour établir un réseau d'enseignants, de professeurs, d'administrateurs, de parents qui voulaient changer les textes d'histoire pour montrer le mélange de personnes qui ont construit ce pays. Il y avait une conférence importante à Winnipeg à l'automne de l'année passée, si je ne m'abuse, et il y a maintenant un groupe qui travaille en Ontario et un autre qui commence à se réunir en Nouvelle-Écosse. Celui-ci fait partie de leur fédération d'enseignants et il essaie de déterminer la meilleure façon de représenter la diversité.

J'aimerais dire aussi, monsieur Veillette, que les anglophones et les francophones font partie de cette diversité. La collectivité francophone est très diverse et, les Autochtones mis à part, est la culture canadienne la plus caractéristique, car elle est ici depuis un grand nombre d'années. Il y a, par exemple, les divers groupes Acadiens dans les diverses

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their diversity from the various maritime provinces. There is rural versus urban Quebec—a very sophisticated society. Urban Quebec and rural Quebec are very distinctive in their culture, their music and things like that. You need to take that and then overlay all the other aspects.

If I can throw in a commercial, let me say multiculturalism is everybody. So is education; and all we can do there is to help those who want to get at it at the provincial level. If you are relating it to discrimination and to problems faced by visible minorities, the law is obviously one aspect, although limited. But I think now hopefully there will be some changes which will leave us an open and free society but which will say, finally, that you cannot be so open and so free that somebody else's life becomes a torment.

The law deals with the extremes of people who are mature, or on in life, and whom you are not going to change; you are just going to place some limits on misunderstandings, and show why the lack of us getting together better in the past needs to be controlled by society. Then education is fundamental, although there is a whole lot of fear and misperception out there which is the problem. So it is not just educating children and attending to the educational systems for children growing up; it is also in bridge-building within communities. I think some witnesses you have had before you have given some excellent examples; for instance, there is the Vancouver School Board and its work, not only within the school system but in its liaison with the community. I think now that some of the better organized communities are more and more looking outwards, and asking how to go and deal with others who are allies, and to get out and do things. So it is adult education as well as the educational process.

Then I come back to this institutionalized discrimination. Some of the people who came before you were very angry, and since you are the first really elected people with some power they have talked to, you took a lot of it face on. They have not been able to talk to anybody who would really listen to them before; sometimes because of a lack of dialogue some of them did not have very sophisticated solutions. But the fact of the matter is that those who have the tools, like money, the ability or the expertise, should go out and find out the facts. You know, do our teachers' federations reflect reasonably, in Toronto and Montreal, Vancouver and Calgary, and Halifax, Nova Scotia, a cross-section of society? I do not mean four of this origin and five of that origin and seven of that origin, but could people get into the system or not? If people are not there, why not? Maybe some people, because of their culture, are not interested in the particular aspects of society. We do not have that data. We have to get it. From the witnesses you have seen, certainly it is apparent that there is a problem. I think it is more than just a belief; there is a problem; I think there is a problem.

So to do the educating of adults, to deal with the law, to deal with the educational system itself, you must have the data which proves the point. When you have that, then a lot of people who pooh-pooh it, and say that we are a wonderful country and claim that there is no problem here, you can sit down with and discuss it. You can say, you are reasonable, you

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provinces maritimes. Il y a le Québec rural par opposition au Québec urbain et les deux ont leur propre culture, leur propre musique. Il faut voir tous les aspects de toutes les cultures.

Si vous me permettez une réclame, permettez-moi de dire que le multiculturalisme touche tout le monde. Même chose pour l'éducation. Alors, il nous faut aider ceux qui veulent travailler au niveau provincial. Si vous parlez des problèmes de discrimination auxquels font face les minorités visibles, il faut examiner l'aspect juridique, même si ce n'est qu'un aspect limité. Je souhaite des changements par lesquels nous resterons une société libre et ouverte, mais pas libre au point où on peut rendre la vie de quelqu'un d'autre insupportable.

La loi traite des cas extrêmes, des personnes qui ne vont pas changer, et la société essaie de limiter et de contrôler leurs excès. Donc, l'éducation est fondamentale, parce qu'il existe beaucoup de craintes et de mécontentes. Il ne s'agit pas seulement d'enseigner aux enfants, il s'agit de construire les passerelles entre les communautés. Quelques témoins vous ont donné d'excellents exemples, par exemple, il y a le Conseil scolaire de Vancouver qui travaille non seulement dans le système scolaire mais dans la communauté. Je pense que les communautés qui sont mieux organisées se posent des questions et essaient d'accomplir des choses. Il s'agit non seulement d'un système scolaire, mais de former des adultes.

Il y a aussi la discrimination dans les institutions. Comme vous l'avez constaté, quelques gens sont très fâchés et, puisque vous êtes les premiers députés auxquels ils ont pu parler, vous avez soutenu le plus fort de l'attaque. C'est la première fois que quelqu'un les écoute, et ils n'ont peut-être pas de solutions très étendues. Il faut que ceux qui ont les outils, l'argent, la capacité ou la compétence essaient de trouver la vérité. Savez-vous si nos fédérations d'enseignants reflètent vraiment notre société, à Toronto, Montréal, Vancouver, Calgary et Halifax? Je ne parle pas de quatre personnes de cette culture, cinq d'une autre culture et sept d'une autre, mais est-ce que les gens peuvent entrer dans le système ou non? Sinon, pourquoi pas? Il se peut qu'il y ait des gens qui ne s'intéressent pas à certains aspects de notre société à cause de leur culture. Mais nous n'avons pas les données. Il nous faut les obtenir. D'après vos témoins, il est évident qu'il y a un problème. Il ne s'agit pas d'une impression, il y a un problème.

Pour former les adultes et pour traiter avec la loi, pour traiter avec le système scolaire, il faut avoir des données. Une fois que nous les aurons, il nous sera possible de parler et de discuter avec beaucoup de personnes qui prétendent qu'il n'y a pas de problème. On est raisonnables, comme la Chambre de

[Text]

know, Canadian Chamber of Commerce, but, gosh, look at this! Is there not anything we can do about it? I think that is the road to try to take first.

Does that help at all?

• 1030

M. Veillette: Monsieur Fleming, pensez-vous que les agents d'Emploi et Immigration qui travaillent dans les pays étrangers font un assez bon travail d'éducation des gens avant que ces gens-là immigrer au Canada? Est-ce que les agents donnent une bonne vue d'ensemble du Canada? Disent-ils aux gens à quoi ils doivent s'attendre quand ils viennent au Canada, comment ils doivent se comporter, quelles sont les lois? En fin de compte, est-ce que les immigrants sont bien préparés à immigrer au Canada? S'ils ne sont pas bien préparés, ils sont déçus lorsqu'ils arrivent ici.

Mr. Fleming: Yes. First, I think it would be tough for our immigration officers, expensive and difficult to give them adequate tools. It probably would have to be audio-visual materials to try to explain Canadian society. Then there is the added problem that, depending upon where you go in Canada, it is a very different society. I think the perception of most immigrants to Canada is what they receive from their friends or family who are here already. It is word of mouth or line of family that is largely the immigration we now have, unless it is refugees, versus post-war, when there were great influxes of people in very big numbers.

So for me, I think the point of . . . We apparently have set up a system that says if you are in good health or do not have a criminal record, your age, all these things are basic criteria to come. Now largely, with the cutback in numbers because of high unemployment and so on, it is the added measure of family reunification, the family tie—and probably fairly close family tie now—such as parents of children to get here. Relatively few are being able to get certified job offers, because there is so much unemployment.

So at this particular moment, but really at any moment, even when it is much more open, the job has to be done once you arrive. At that end, you have to meet a certain set of criteria. Once you arrive, then there is the integration, quickly finding a job, finding a home. Things like that are very important. I must say, while I was the minister, Lloyd Axworthy was the Minister of Immigration. He—and Multiculturalism Canada was involved, too—did a lot of work on improving how to deal with people as they first arrive and being ready for those who cannot quickly acclimatize, because some can much more easily than others, depending on cultural background, where you are from, level of education and so on.

But if I had to look at the flaws, as I mentioned earlier, whatever the level of government responsibility, ESL and FSL—English and French language training for newcomers—is absolutely essential, and not just for the one who is going to be the first worker but for the children and for the women, who too often have been left behind in that. It is absolutely essential, and you will save millions of dollars over the long run by getting that happening quickly.

[Translation]

commerce, mais il faut voir la réalité, comprendre le problème et y trouver des solutions.

Cela vous est-il utile?

Mr. Veillette: Mr. Fleming, do you think that Employment and Immigration officers abroad are doing a good enough job of educating people before they immigrate to Canada? Do the officers give a good overall picture of Canada? Do they tell people what to expect when they arrive in Canada, how they should behave and about our laws? Are immigrants well prepared to immigrate to Canada? If they are not well prepared, they will be disappointed when they arrive here.

M. Fleming: Il serait difficile de fournir aux agents d'immigration des outils suffisants. Il s'agirait probablement des matériaux audio-visuels, pour expliquer la société canadienne. Et notre société est très diverse. Je pense que la plupart des immigrants ont reçu une vue d'ensemble de leurs amis ou de leur famille qui sont déjà ici. Ils apprennent de leur famille, par opposition à la situation avant la guerre où beaucoup de gens sont arrivés en même temps.

Notre système d'immigration est basé sur la santé, sur l'absence d'antécédents criminels, sur l'âge, et d'autres critères de base. Il y a eu des coupures dans l'immigration à cause de taux de chômage élevés, et nous avons ajouté des liens de famille comme critère de base. Très peu d'immigrants peuvent obtenir un emploi garanti.

Il faut faire l'éducation une fois qu'ils sont arrivés. Avant leur départ, il faut rencontrer des critères. Mais une fois qu'ils sont arrivés, ils essaient de trouver un emploi et une maison. Il faut ajouter que quand j'étais ministre, M. Lloyd Axworthy était ministre de l'immigration. Il a travaillé avec le ministère du multiculturalisme pour améliorer la situation de ces personnes quand elles arrivent. Certains ont plus de problèmes que d'autres, selon leur culture, le niveau d'éducation et ainsi de suite.

Mais, il relève du gouvernement, de donner de la formation en anglais, en français, langue seconde, non seulement pour le père de famille, mais pour les enfants et les épouses. Cela est essentiel et nous pourrions épargner des millions de dollars.

[Texte]

Then I think there is a lot happening in the voluntary sector, in churches and various agencies that try to pick up the ball and tell people how our society works. But I am not sure it is done in any cohesive way. I am not one of those who always want government to build a huge organization to do it, but I do not know if we could not better administer—and I think Employment and Immigration is trying to do that now, as is Multiculturalism Canada... the relationship between the voluntary sector, who help in immigrant settlement... Sometimes they are very good, because they are largely doing it on their own time, because they care, and that gives quite a good aspect to it.

If I am correct, the system now is evolving in Employment and Immigration within the first year or so, getting people into their homes and into language training, which is now being expanded to include male or female, not just for the prime wage-earner. Multiculturalism Canada will pick up the ball in working with those voluntary-sector agencies to help in the ongoing settlement, getting a sense of contact with somebody who will help you understand what your community is about, what your rights are and who you go to see.

M. Veillette: Merci, monsieur le président.

Le président: Merci, monsieur Veillette.

Mr. Kelly.

Mr. Kelly: Jim, everywhere I have gone I have heard people commenting favourably on the many initiatives you took when you were minister, and I want publicly to get that on the record this morning.

Mr. Fleming: That is the good news; now the bad news.

Mr. Kelly: He knows me. No, I think it is great that you were not only well known as a minister, but so favourably received by so many people in communities across Canada.

How do you prevent affirmative action from developing into a quota system?

Mr. Fleming: I do not have the answer for that, but let me try to wander around it for a minute.

• 1035

Again, a bit of an analogy. You have youngsters; I have youngsters. My kids watch television. We try to control it, but they still watch it. When they watch commercials on Canadian television, which is about 80% American content, between what you can watch that is American and what you can get that is American on Canadian channels, they see a racial mix, because that was imposed. It is quite normal and has not hurt those advertisers one bit in the United States. Some progress is being made in Canada, but our commercials are still largely all white, middle-class, perfect, lovely, wonderful, unblemished people.

And then the kids go out to school, they go out to play, and society is quite different. We are mixed; we are all shapes, colours, sizes and costumes, and everything is fine. And you

[Traduction]

Je pense qu'il y a beaucoup de bénévoles dans les églises et dans des agences diverses qui essaient de montrer aux gens comment fonctionne notre société. Mais je ne pense pas que les méthodes soient cohérentes. Je ne veux pas que le gouvernement construise un grand organisme pour le faire, et je pense que l'Emploi et l'Immigration, ainsi que le ministère du Multiculturalisme essaient de mieux administrer les efforts des bénévoles en ce qui concerne les immigrants. Des fois ils font un bon travail, parce qu'ils se sont vraiment engagés.

Si je ne m'abuse, le ministère de l'Emploi et de l'Immigration essaie de placer les gens dans un logement et dans des programmes de formation linguistique, non seulement pour le soutien de famille, mais aussi pour son époux. Ensuite le ministère du multiculturalisme donnera son appui aux agences bénévoles pour contacter les immigrants et leur faire comprendre comment fonctionne notre société.

Mr. Veillette: Thank you, Mr. Chairman.

The Chairman: Thank you, Mr. Veillette.

Monsieur Kelly.

M. Kelly: J'aimerais vous dire, Jim, que j'ai entendu de bons commentaires sur votre travail en tant que ministre, partout dans le pays, et j'aimerais le dire publiquement.

M. Fleming: Ce sont les bonnes nouvelles, et maintenant nous aurons les mauvaises nouvelles.

M. Kelly: Il me connaît. Je suis impressionné par le fait que non seulement vous étiez bien connu, mais que vous avez laissé une impression si favorable parmi les gens du Canada.

Comment éviter que les programmes d'action positive ne deviennent un système de contingents?

M. Fleming: Je ne peux pas vous donner une réponse, mais permettez-moi de faire quelques commentaires.

Permettez-moi de nouveau de faire une analogie: vous avez des enfants, moi aussi. Nous avons beau faire, les enfants regardent la télévision. Ils voient donc, sur les chaînes canadiennes qui sont américaines à 80 p. 100, les annonces publicitaires et, avec les spectacles américains et la publicité américaine sur les chaînes canadiennes, on voit sur l'écran des gens appartenant à des races différentes, car c'est ainsi que le veut la règle. C'est bien normal, et ça n'a nullement nui aux annonceurs américains. On constate également un certain progrès au Canada, mais dans l'ensemble, pour nos annonces publicitaires, ce sont toujours encore des Blancs, bien faits, sains et sans tare, et appartenant à la classe moyenne, qui tiennent le haut du pavé.

Nos gosses alors vont à l'école, ils sortent à la récréation, et la société se présente sous un jour tout différent: les gens sont d'origines différentes, issus de milieux différents, d'apparences

[Text]

know kids, they watch commercials much more than they watch the program because the commercial is spending a whole lot of money in one minute to get a message across, because the rules say you can only have so long, and it is expensive.

Well, my point there is that it had to go to affirmative action in the States to develop what now is quite accepted as reasonable and fair and has no negative commercial impact on those advertisers, although we could get into a whole thing about advertising generally.

So I have the benefit of us not being far enough advanced in this area to to be able not to let you pin me down, because I think we should try to do it without affirmative action. And I also think we should be prepared to face that we may well have to . . . For me, affirmative action became a dirty word with every good intent because of all the problems that arose in the States.

But it seems to me that if you can simply say—and gee, I am no expert on this—for lack of action being taken co-operatively on television, we are going to set up a panel of people and they are going to look and they are going to say: Is your programming reflective or not reflective of Canadian society, and is it basically fair? And that is not getting into analysing every little sitcom and so on, just basically. Are you there, or are you not there? If you are not there, you had better do a better job or you will not get your licence. Some way of not starting to count numbers, but saying that at least in your operation you should reflect what this society is: I think that is the kind of affirmative action, if you have to come to it, that we come to.

How would you do it? I mean, you heard from people about appointments. Well, you know, you have a board of ten people. Now you tell me how you are going to have what we now count as 67 different sub-groups and groups or whatever of national and ethnic origin. You know, you are going to have a whole lot of people chopped up all over the place. But if you have a board that deals with the plight of senior citizens, and everybody on there is Anglo, Celt, or francophone, and there is nobody there from about a third of the population of other backgrounds who is sensitive to some of the other needs, because your needs do relate to some degree to who you are and what your background is and how long you have been here, then that is not going to be a sensitive board. Why does that board not better reflect that? Maybe when you get back to your commissioner of multiculturalism you will have somebody sit somewhere who looks and says that broadly you are reflecting Canadian society. It is very subjective. It is very difficult. There is no fast and easy answer.

I worked with a consultative council where we tried to have at least one of every ethnic background, and where the groups were bigger we would have two, and if they were big enough we would have three. One year I missed out on the Belorussian, and were they ever angry! And I was spending all my

[Translation]

différentes, et c'est très bien ainsi. Mais les enfants, vous le savez, sont beaucoup plus attentifs aux annonces publicitaires qu'aux programmes, parce qu'une annonce publicitaire, qui coûte beaucoup d'argent, n'a qu'une minute, d'après les règles, pour communiquer un message et entend donc bien le faire.

Ce que je veux dire, c'est qu'il a fallu l'intervention de l'action positive aux États-Unis pour parvenir à une situation considérée à présent raisonnable et juste et qui ne porte nullement préjudice aux annonceurs, bien qu'il y aurait encore beaucoup à dire sur cette question de publicité.

L'avantage, pour nous, c'est que nous ne soyons pas encore allés aussi loin dans cette voie et que vous ne pouvez donc me coincer là-dessus, car à mon avis, nous devrions essayer de nous passer de l'action positive. Nous devrions également être prêts à . . . À mes yeux, l'action positive, malgré toutes les bonnes intentions au départ, est devenue un épouvantail, à cause de toutes les difficultés qu'elle a suscitées aux États-Unis.

Je ne suis certes pas spécialiste en la matière, mais en ce qui concerne ce manque d'initiatives communes à la télévision, nous pourrions simplement annoncer que nous allons constituer un groupe de gens qui vont étudier la question et poser la question suivante: votre programme réflète-t-il ou non la société canadienne, et le fait-il en toute impartialité? Ce que nous proposons, ce n'est pas d'analyser chaque feuilleton télévisé, ni de passer le contenu des émissions au peigne fin, mais simplement de demander: est-ce que vous donnez ou non une image fidèle du peuple canadien? Si vous ne le faites pas, vous devriez songer à vous amender, faute de quoi vous n'aurez pas votre licence. Il ne s'agit pas d'additionner des minutes, et d'imposer simplement que les programmes constituent une image de cette société: c'est ce genre d'action positive, s'il en faut vraiment une, que nous voulons avoir.

Comment procéderait-on? Vous avez entendu parler des nominations. Eh bien, vous avez un conseil de dix personnes, et vous allez me demander comment nous allons faire pour représenter sur les ondes les quelque 67 différents groupes, sous-groupes ou noyaux d'origine nationale et ethnique. Vous allez avoir un spectacle bien bigarré sur votre écran. Et si vous avez un comité qui se fait le champion des gens du troisième âge, et qui n'est constitué que de Blancs, anglophones ou francophones, sans que qui que ce soit représente le tiers de la population, qui provient d'autres milieux et défend parfois d'autres causes—car nos besoins sont liés, dans une certaine mesure, à ce que nous sommes, à notre milieu social et au temps que nous avons passé dans ce pays—vous aurez un comité qui se démarquera de ces préoccupations. Pourquoi ce comité n'est-il pas plus sensible à ces questions? Si vous vous adressez au commissaire du multiculturalisme, on vous dira peut-être, dans son bureau, que dans l'ensemble, vous représentez la société canadienne. C'est très subjectif, très délicat, et il n'y a pas de réponse facile ou rapide.

J'ai travaillé avec un conseil consultatif où nous nous efforçons d'avoir au moins une personne représentant chaque origine ethnique, deux lorsque les groupes étaient plus nombreux, voire trois si les normes le justifiaient. Il m'est arrivé une fois d'oublier les Biélorusses, et vous auriez dû les

[Texte]

time saying, now we have somebody Italian from Ontario, but they are mad as heck in Edmonton, and what do we do about somebody south Asian from Vancouver with the problems there are there, but meanwhile, Montreal and Toronto want one? Now we have a new council that says, thank goodness, it had better reflect, and the minister will be liable if it does not . . . reasonably a cross-section of Canadians in ethnicity, in all its aspects—Anglo, Celt, francophone, whatever—plus skills and ability in the various areas of concern—cultural retention, social, racial equity, and so on and so forth, women young, old. What a challenge! But not like trying to add up two and three and five and switch them back and forth, and so on.

Affirmative action, in hard numbers, in my personal view, is very difficult. But I do believe you can say you are either doing your job and reflecting reasonably or you are not.

Mr. Kelly: I appreciate the answer very much.

• 1040

How do you address the fears and anxieties of many people who see government intervention on behalf of the weak as you have described them today? How do you address the fears of intervention, fears that lead to the belief that this intervention will curb the free press, will ultimately restrain free enterprise and will load the competitive system unfairly in favour of certain groups? If you push too strongly, do you think that reaction will ultimately blunt whatever gains you and others are anticipating?

Mr. Fleming: It is always a balancing act, obviously. My sense is that sometimes you are more fearful of the unknown than you need to be and if you go out and start it moving you will find that you can make a lot more ground than you imagined. Anything a government does or a political party advocates someone will not like. You are going to have medicare and some doctors are going to say: That is all very well, but we have lost our independence, our right as individuals to do business; this just happens to be a business related to health. You are going to have heritage languages and people say: My gosh, we are still having trouble teaching our kids English properly or French properly. No matter what you do, when you are spending public funds you are under is it important to do and is at least a constituency going to be served; is it just to do and politically is it disastrous to do? It is easy for me, certainly in my current situation, to say sometimes I think you should do things which will not be popular at all as they are being done but in the end run you really believe they are worth while doing.

In the *Reader's Digest* article, if I can allude to that one little thing . . . Here is a magazine which is considered by

[Traduction]

entendre fulminer! Et je passais tout mon temps à trouver un représentant italien de l'Ontario, mais j'encourais alors les foudres d'Edmonton, et avec les problèmes qui existent à Vancouver, est-ce que nous ne devrions pas avoir un représentant asiatique de cette ville, ce qui suscitait alors les revendications de Montréal et de Toronto. Nous avons maintenant un nouveau conseil qui, grâce à Dieu, va exiger que les Canadiens soient représentés dans toutes leurs diversités ethniques—celtes, anglophones, francophones, etc.—dans tous les domaines de leurs activités, avec toutes les questions qui les concernent, patrimoine culturel, milieux sociaux, égalité des races, et dans toute la diversité de la situation, femmes, jeunes, personnes âgées. Et le ministre sera tenu pour responsable s'il n'en est pas ainsi. Quelle tâche phénoménale! Mais autrement enthousiasmant que de faire des additions, de rogner ici, d'en ajouter là.

Traduire l'action positive en chiffres me paraît très difficile. Et n'empêche qu'il est possible de juger si les gens s'y conforment et représentent tous les éléments de notre société, ou s'y dérobent.

M. Kelly: Votre réponse a été très intéressante.

Comment apaiser les craintes et les angoisses de nombreuses personnes qui voient l'intervention gouvernementale en faveur des faibles sous l'angle que vous avez décrit aujourd'hui? Comment rassurer ceux qui craignent que cette intervention musellera la presse, finira par entraver la libre entreprise et, dans un régime de concurrence, favorisera injustement certains groupes? Ne craignez-vous pas, si vous y allez trop fort, que cette réaction finira par annuler tous les avantages que vous et d'autres entendez gagner?

M. Fleming: Il faut trouver un juste milieu, bien entendu, et celui-ci est toujours précaire. Mais parfois on craint l'inconnu plus qu'il n'est nécessaire, et si vous vous lancez dans l'action et allez de l'avant, vous constatez que vos réalisations dépassent vos espérances. Quelle que soit l'action préconisée par un gouvernement, ou par un parti politique, il se trouvera toujours quelqu'un pour la désapprouver. Vous voulez appliquer le système d'assurance-santé, par exemple, et il se trouvera des médecins pour dire: c'est bien beau, mais nous perdons notre indépendance, notre droit, en tant qu'individus, de vendre nos services, services qui, en l'occurrence, sont liés à la santé. Vous préconisez l'apprentissage des langues du patrimoine, et vous vous heurtez aux objections qu'il est déjà bien assez difficile d'enseigner à nos enfants un anglais ou un français correct. Quelle que soit la direction que vous suivez, si vous dépensez les deniers publics, on vous juge, on met en question l'utilité de ces dépenses et on vous demande s'il y a un bénéfice électoral à en retirer; une action peut être conforme à la justice, et n'en être pas moins désastreuse au plan politique. Il est certes facile pour moi, dans ma situation actuelle, de vous conseiller une orientation qui ne bénéficiera nullement de la faveur du public, mais qu'il faut peut-être quand même imposer parce qu'elle le mérite.

Dans l'article du *Reader's Digest*, si vous me permettez d'en parler . . . Voici un magazine qui ne jouit pas d'un grand

[Text]

many not to be a great magazine. It condenses everything. It is what you read in the doctor's office or the dentist's office, but it reaches 800,000 people, French and English chapters. I was delighted in the mail I got, which was only about 30 letters. In my perception there were about 25 really sensitive letters and 5 really crazy letters.

There is a lot of room out there. There is a real decency in this country if you just set about it in a responsible way and you do not scream and wave your fists but say: Come on; have a look at the facts. I do think, however, we have to get some of the facts better than we have them.

Mr. Kelly: I was surprised at just how many groups are out there and how many people are working in those groups serving the multicultural community. I suppose I should not have been, because I have seen so many groups in Scarborough in Toronto, but I do not have the feeling, on balance, that the multicultural community or the visible minority community is being underserved.

Mr. Fleming: What kind of service?

Mr. Kelly: I do wonder, though, whether the money and the manpower or people power are being effectively focused.

Mr. Fleming: That is pretty all encompassing. For instance, I believe—and I am not detracting from those people—in our lives in a democracy like this we can be active in the Rotary Club, the Lions Club, the Presbyterian Church, the Scottish Society, the Ukrainian Canadian Congress or whatever. That is our right. I believe those people who are actively involved are only a very small part. I believe active organized ethnicity is only a very small part of those people very aware of their cultural origin, and they do not have to be non-anglophone or francophone.

Gus, you know that coming out of the Greek community.

You want to make available to those who are interested some resources to help them have a sense of identity, because that is part of being a Canadian. You have to know who you are because there is not one common thing as a Canadian. Meanwhile you have to fight that everybody is treated fairly in the system.

When you say is money being misspent—when you say you think communities are fairly well served, that is not my impression.

Take the black community in Toronto. You are from Toronto and I am from Toronto. It is a very diverse community. There is lots of cultural diversity from the United States, from various parts of the Caribbean, from South America, from Africa. It is very diverse in its culture, in its language, and with a different perception of the problems they face.

• 1045

If you come to this country and you have difficulty fitting in because there are barriers, you tend to hive off onto yourself. When I look at the organized black community in Toronto,

[Translation]

prestige, qui résume tout, c'est le genre de choses qu'on lit dans l'antichambre du médecin ou du dentiste, même s'il n'en a pas moins 800,000 lecteurs, français et anglais. J'ai été très heureux du courrier que m'a valu cet article, une trentaine de lettres environ, dont 25 étaient pleines de bon sens, et dont cinq divaguaient.

Nous avons un grand champ d'action dans ce pays, et beaucoup de bons sentiments si vous faites appel à la raison des gens, si vous ne menacez pas, si vous ne vitupérez pas, mais si vous invitez les gens à examiner les faits. Mais je crois que ces faits devraient être exposés plus clairement que nous ne le faisons.

M. Kelly: J'ai été surpris du nombre de groupes que nous avons, et du nombre de gens qui se sont mis au service de la communauté multiculturelle. Je n'aurais pas dû m'en étonner, j'imagine, car j'en ai tant vu à Scarborough, à Toronto, et je n'ai pas l'impression, dans l'ensemble, que la communauté multiculturelle ou la communauté des minorités visibles soit laissée dans l'ombre et insuffisamment desservie.

M. Fleming: De quel genre de service parlez-vous?

M. Kelly: Je me demande toutefois s'il est fait bon usage des fonds et de l'effort des gens.

M. Fleming: Je parle d'une façon générale. Je n'entends nullement porter ombrage à ces gens, et je pense que dans une démocratie comme la nôtre, nous pouvons participer activement à des groupes ou mouvements divers—*Rotary Club, Lions Club, Presbyterian Church, Scottish Society, Ukrainian Canadian Congress* ou tout autre. C'est notre droit. Ceux qui y participent ne constituent qu'une petite partie de la société. Les groupes ethniques constitués ne constituent qu'une toute petite partie de ceux dont ils sont issus, une partie qui a pris conscience du patrimoine culturel, et qui n'a pas nécessairement à être autre qu'anglophone ou francophone.

Vous savez cela, Gus, vous qui êtes d'origine grecque.

Vous voulez accorder à ceux qui s'y intéressent des ressources pour les aider à acquérir un sens d'identité, parce qu'être Canadien, c'est aussi cela. Il faut que vous sachiez qui vous êtes, parce qu'il n'existe pas une entité canadienne unique. Mais il faut également se battre pour que chacun, dans le système, soit traité équitablement.

Quand vous dites qu'il est fait mauvais usage des fonds, et que les communautés, d'après vous, sont bien desservies, ce n'est pas du tout mon avis.

Prenons l'exemple de la communauté noire de Toronto, ville dont vous et moi sommes originaires. C'est une communauté très diverse, où il y a beaucoup d'apports des États-Unis, de différentes parties des Antilles, d'Amérique du Sud, d'Afrique. C'est une communauté caractérisée par une grande diversité des cultures, des langues et de la façon de voir les problèmes auxquels elle est confrontée.

Lorsqu'on arrive au Canada et qu'on a du mal à s'y intégrer à cause des obstacles qui se dressent devant soi, on a tendance à se replier sur soi-même. Par exemple, la communauté noire

[Texte]

with some very skilled and capable people, they know well enough, as I know, that they are not largely able to reach the best part of the people in that community. They reach those most sophisticated or those who have just got angry enough, or those who have got far enough along, or those who are young and aggressive. But they still are not reaching a lot of others. Only the operating of the various sectors, the major institutions, private sector, public sector, is what will get to those other people. You can only do so much through organization.

The Chairman: Thank you, Jim.

I would like the opportunity now, if I may, to afford our study director to ask a couple or three questions, and then go back to our second round.

Mr. Jack Kehoe (Committee Study Director): Mr. Fleming, the directorate—and you mentioned the triggering as a mechanism to get things going. One of the things that came out from many witnesses was that they were always looking for—every year they have had to look for a new way to do what they were already doing. Are you satisfied that the triggering mechanism was the best way to do it? Are you satisfied that if you evaluated it the triggers actually led to a shot?

Mr. Fleming: When I say “trigger”, I mean that for a dollar we spend, there is probably \$4, \$8, \$12 worth of voluntary action, private-sector contribution, money raised in banquets and festivities to help pay for the heritage language school or whatever. We trigger it happening. The public moneys part is probably greater for the weaker than for the stronger. So that is what I meant by “trigger”—and I think that is good, because I think you get good return for the public moneys you expend. And I think the will has to be there. If you just automatically say we will pay the full shot if you will go and do this, there is a tendency for all—it really will divide it up, because there is not the need to bring yourself together as a group to seek the funding and to show you have a desire on your own, with time and your own money; a little bit at least.

So I think that is a good way to approach our programs generally. There are exceptions, where you are just laying straight on some assistance; for instance, a conference or something like that where you are not asking people also really to make a major contribution themselves.

I do not know how to go beyond that, other than, as I mentioned earlier, there is a problem with those who best know how to deal with your system getting the money, and how do you go out—you can get yourself in a lot of trouble with charges of favouritism and so on. How do you go and get to the weaker, the least organized, to help them get together, because they have to start talking to each other to solve some of the problems they have in their community. You do that with more adequate staffing.

[Traduction]

de Toronto s'est organisée grâce à quelques personnes très compétentes et très capables, qui savent bien qu'il leur est très difficile d'atteindre la majorité des membres de cette communauté. Il est facile de prendre contact avec ceux qui sont les plus sensibilisés à ce problème ou avec ceux qui «en ont ras le bol», ou encore avec ceux qui sont jeunes et agressifs. Malheureusement, il en reste beaucoup d'autres. Une association, aussi organisée soit-elle, ne vous permet de faire qu'un certain nombre de choses, et il faut alors passer par les différents secteurs, les grandes institutions, le secteur privé, le secteur public, etc., si l'on veut vraiment atteindre tout le monde.

Le président: Merci, Jim.

J'aimerais maintenant, si vous le permettez, donner la possibilité à notre directeur de recherche de poser deux ou trois questions, après quoi nous commencerons le second tour.

M. Jack Kehoe (directeur de recherche auprès du Comité): Monsieur Fleming, vous avez parlé d'un mécanisme de déclenchement. Or, bon nombre de témoins nous ont dit que, chaque année, il leur fallait trouver une nouvelle façon de faire ce qu'ils faisaient déjà. Êtes-vous donc satisfait de ce mécanisme de déclenchement? Êtes-vous convaincu que c'est ce qui a permis de faire des progrès?

M. Fleming: Lorsque je parle de «mécanisme de déclenchement», je veux dire que pour chaque dollar que nous dépensons, il y a peut-être 4, 8 ou 12 dollars de bénévolat, de contribution du secteur privé, d'argent recueilli dans des banquets et des festivités et qui sert à financer les écoles de langue traditionnelles ou d'autres activités. Nous déclenchons donc ce processus. Les subventions gouvernementales sont certainement plus importantes lorsqu'elles s'adressent aux faibles qu'aux forts. Donc, par «mécanisme de déclenchement», je veux dire qu'il s'agit là d'un système positif car vous obtenez un bon taux de rendement sur les deniers publics que vous dépensez. Certes, il faut qu'il y ait la volonté de le faire. Si le gouvernement payait automatiquement toute l'addition en nous dictant ce qu'il faut faire, cela risquerait de créer des divisions au sein de l'Association et chacun aurait tendance à se laisser aller car le groupe, dans son ensemble, ne serait plus motivé pour prendre la peine d'aller chercher les fonds dont il a besoin.

C'est donc à mon avis une bonne façon de procéder. Certes, il y a des exceptions, par exemple, pour une conférence ou quelque chose de ce genre, où vous ne demandez pas vraiment aux gens d'apporter une grande contribution.

Je ne pense pas pouvoir vous en dire davantage, si ce n'est ce que j'ai mentionné tout à l'heure, à savoir que certaines personnes savent parfaitement comment utiliser votre système pour obtenir les fonds nécessaires, et bien sûr, vous risquez de prêter le flanc à des accusations de favoritisme, etc. La question est de savoir comment on peut aider les plus faibles, les moins organisés, à justement se regrouper, car c'est par là qu'il faut commencer, c'est-à-dire leur permettre de se parler entre eux pour résoudre certains problèmes qu'ils ont en commun. Bien sûr, pour y parvenir, il faut avoir un personnel adéquat.

[Text]

I changed the system—and boy, did I ever get flack from some of the people in the field—I changed the system from simply here is our budget this year, line up and you just fan it all out, and whoops, we are out of money; or gosh, we have some left over; we had better hurry up and try to find a way to spend that or they will cut us down in Treasury Board for next year. I moved into a block-funding system, which obviously some of those well organized communities do not like. But I said we are going to do it, ideally, every quarter. So you know their deadline is going to be March 30, and you had better get your application in, if that is usually the time when you come in for your yearly funding. When the line-up comes in, at least you can take a look and say people want \$2 million; we have only \$1.5 million available; who should be able to pay a little more of their own way? Who needs it more? You can do some prioritizing, where you cannot if you just have who is coming in this week, who is coming in next week.

But it is still a problem.

Mr. Kehoe: I was thinking more of, say, a program I think the directorate supported not too long ago in Toronto, with the downtown businessmen's association in Toronto. They got together with I think a human rights officer and they set up a program for supporting businesses to employ black youth in Toronto. So the initial funding came; and that is a kind of trigger. One would expect that someone might pick up on that and use it as a model for more systematic approaches. Are you satisfied that . . . ?

Mr. Fleming: Nobody is ever satisfied. You always try to improve on it, of course. But our problem when I was there was that you would tend to say, because you largely were working with the voluntary sector, we think this is an important area. If you want some funding, as a voluntary organization—be it a Lions Club or an Immigrant Aid Services—beyond your normal regular funding, then here is our priority, fighting racism. If you have a program that will do that, here is some money for you.

• 1050

We never had ongoing funding. In a way, for all the attacks the government gets about spending, everything is so constantly counterchecked, criticized, and there are lapses, multi-policies. I would go along and somebody would suddenly mention to me that one of my major programs was lapsing in three months. I would say: What do you mean, it is lapsing; it is there, it is operating. They would say that it was five years now and we had to rejustify the whole thing and Treasury Board was going to tell us it did not do this, this, this and this. You live in that environment.

I know it is a frustration, and again, it gets a bit complex. If you have something like COSTI, in Toronto, if you are familiar with that, or you have something like—I get angry with them sometimes, but they are quite a good group in downtown Toronto, Immigrant Aid Services; I forget their name and I should have it at the front of my mind—we try to say that we will try to do three-year funding. We ask them to

[Translation]

J'ai modifié le système, et Dieu sait que certains m'ont critiqué, car auparavant, il suffisait de présenter notre budget, de le distribuer un peu partout et de conclure en disant que nous avons tant de déficit ou tant de surplus. Dans ces derniers cas, il fallait alors se dépêcher de trouver une autre activité à financer, sinon, l'année suivante, le Conseil du Trésor diminuerait notre subvention d'autant. J'ai donc adopté un nouveau système, et c'est celui du financement en bloc que certaines communautés bien organisées n'apprécient pas du tout, évidemment. L'idéal serait de le faire chaque trimestre. Vous savez alors que la date limite va tomber le 30 mars et que, par conséquent, vous avez intérêt à vous dépêcher pour déposer votre demande à temps, si c'est là la date à laquelle vous le faites généralement pour demander une subvention annuelle. Une fois que vous avez toutes les demandes, vous pouvez essayer d'arrêter une liste de priorités en fonction des besoins, ce que vous ne pouvez pas faire lorsque les demandes vous parviennent isolément, une semaine après l'autre.

Cela pose cependant toujours un problème.

M. Kehoe: Je pensais tout particulièrement à un programme que la Direction a appuyé il n'y a pas très longtemps à Toronto avec l'Association des hommes d'affaires du centre-ville de Toronto. Avec l'aide d'un agent des Droits de la personne, ils ont mis sur pied un programme d'aide à l'intention des entreprises disposées à employer de jeunes Noirs à Toronto. La subvention de départ a été versée, et c'est cela qui a permis de déclencher tout le processus. D'autres pourraient se servir de cela comme d'un modèle pour des approches plus systématiques. Êtes-vous satisfait . . . ?

M. Fleming: On n'est jamais satisfait. Il faut toujours essayer d'améliorer, c'est évident. Mais bien sûr, étant donné que nous travaillons avec des bénévoles, nous pensons que c'est un domaine important. Si votre organisme bénévole, qu'il s'agisse d'un Club Lions ou de services d'aide aux immigrants, veut des crédits supplémentaires, nous vous en donnerons si vous répondez à notre priorité, à savoir la lutte contre le racisme. Si vous avez un programme de lutte contre le racisme, voilà de l'argent.

Notre financement n'est jamais régulier. Le gouvernement se fait critiquer pour ses dépenses, les politiques changent et tout d'un coup, on m'annonce que l'un de mes principaux programmes se termine dans trois mois. Certes, il était prévu pour cinq ans, mais le Conseil du Trésor a dû changer tout cela, etc., etc. Voilà le genre de climat dans lequel nous vivons.

C'est bien sûr frustrant et parfois compliqué. Vous avez le programme COSTI à Toronto, et même si je me dispute parfois avec ses responsables, c'est quand même un bon groupe puisque ce sont les services d'aide aux immigrants; je ne sais plus leur nom exactement, mais nous essayons d'obtenir un financement triennal. Nous leur demandons donc de nous soumettre un plan triennal à la fin de l'année au sujet de leurs

[Texte]

give us a three-year plan, to report to us at the end of the year on how they are doing—to report to us because the government has to report every year on its spending. We try to give them more continuity than every 12 months or every 6 months, when they have just got it. It took 6 months in the damn system to give it to them; they have it and now they have to start working on the next one, while already justifying the one they just got the money for. So we try to give some spread, but it is complex, because some of those moneys are start-up moneys. We will get them started, but they have to show us at the front end that they have some idea of basically how they are going to pick it up within a certain number of years.

One example of that, which became quite a problem, was the funding of multicultural centres. We said that we would not fund unicultural centres, we could not begin to, plus the policy was to bring people together, so why not share a resource, it is a better use of money. Now we do not have capital funds, but we have some operating money—but that is sunsetted. You get it for three years, then it starts to fade down. I remember from St. Catharines, from various places, there was great lobbying. We got some new money and said that, finally, our part of it should be ongoing, although they would have to be answerable as to how they operated and would have to have a large part of it come from other sources too.

What I am saying is that, with limited funds, we have had to start and then have things fade off and then you hope the private sector can pick it up. We have managed in some areas—while I was there, at least, and I am sure David has continued it—to give some ongoing funding. But because the moneys are limited, when they are spread over so many programs, there is not as much as there might be.

One other thing is that, no matter what, you have to come back and justify the use of public funds. I know it is a frustration. But if you are legitimate, ongoing... I am not familiar with the particular project you have mentioned, but if that could evolve into an agency that was going to go on and serve this particular problem area, surely it would fit into one of the programs for ongoing funding, although it would have to come back regularly for its money.

The Chairman: If I could just tag in on this, Jim, I think we heard in Toronto and again in Vancouver that the problem continues in terms of ongoing funding, in the sense that even though the directorate may perceive this year that a certain end is something that is worthy and should be funded, the program through which funding took place this year seems almost inevitably to be ending, or at an end, or done, and a tremendous amount of ingenuity has to be exercised to tap into some other fund to achieve the same desired end but somehow

[Traduction]

activités, car bien sûr, le gouvernement doit faire rapport annuellement de ses dépenses. Nous essayons donc de leur donner un financement plus stable, plutôt que par tranches de douze mois ou de six mois. Or, il faut déjà presque six mois pour préparer tout cela et ensuite, il faut pratiquement immédiatement se remettre à travailler au suivant... Nous essayons donc de leur donner le temps de souffler, en quelque sorte, car tout cela est complexe et certaines de ces subventions sont des subventions de départ. Ces associations doivent donc mettre sur pied certains projets, mais dès le départ, elles doivent avoir une bonne idée de la façon dont elles pourront s'autofinancer quelques années plus tard.

Prenons l'exemple du financement des centres multiculturels, qui a posé un grave problème. Nous avons annoncé que nous ne pouvions pas financer les centres uniculturels, d'autant plus que la politique consistait à favoriser le regroupement des gens, et nous leur avons donc proposé de partager une ressource, ce qui permet de mieux utiliser les crédits disponibles. Nous n'avons pas de crédits d'investissement, mais nous recevons des subventions d'exploitation, encore que celles-ci soient temporaires. Vous les touchez pendant trois ans, et ensuite plus rien. Je me souviens qu'à St. Catharines et ailleurs, il y avait des pressions importantes. Nous avons reçu de nouveaux crédits et nous avons finalement décidé que notre contribution à leur budget serait permanente, à condition qu'ils nous rendent des comptes sur le fonctionnement de leurs activités; bien sûr, il leur faudrait également trouver le reste des crédits nécessaires auprès d'autres sources.

Je veux vous dire par là que, malgré des crédits limités, nous avons bien dû commencer par quelque chose et ensuite, lorsque ces crédits sont arrivés à expiration, on espère pouvoir en retrouver auprès du secteur privé. Dans certains secteurs, nous avons réussi, et je le sais de ma propre expérience... et je suis sûr que David a continué... à donner à ces groupes un financement permanent. Cependant, étant donné que les crédits sont limités, une fois qu'ils sont répartis entre les divers programmes, la somme qui revient à chacun d'eux est très faible.

De plus, quelles que soient les circonstances, vous devez ensuite rendre des comptes quant à l'utilisation des deniers publics qui vous ont été confiés. Je sais que c'est frustrant, mais si la vocation de votre organisme est tout à fait légitime... Je ne connais pas précisément le projet que vous avez mentionné, mais s'il s'agit d'un organisme qui se propose de desservir ce secteur particulier, il s'intégrera certainement à l'un des programmes admissibles au financement permanent, mais l'organisme en question devra réclamer régulièrement l'argent qui lui revient.

Le président: Permettez-moi d'intervenir ici, Jim. À Toronto, et à Vancouver également, nous avons entendu parler de ce problème de financement permanent; lorsque la Direction estime qu'un programme quelconque devrait être financé, ce financement se termine au bout d'un an et, à ce moment-là, il faut faire preuve d'une grande ingéniosité pour essayer d'obtenir d'autres crédits qui permettront d'atteindre les mêmes objectifs, mais ces derniers devront être formulés de façon différente afin justement de pouvoir obtenir ces crédits.

[Text]

to describe it in a different way, so that you could get at money again. It is a problem of continuity and dependency, I suppose, in the sense that . . .

Mr. Fleming: Yes.

The Chairman: —the targets toward which government is turning its attention seem to be very short-term ones, in the sense of the delivery end. The frustration, in terms of the delivery end, seems to be that if something is seen as being good and worthy of support from government this year, it should be more long-term, in the sense of getting the kind of continuous support that you speak of. The perception out there at least, if not the reality, seems to be that there is not that kind of long-term support and too much effort and, quite frankly, money, have to be spent in achieving the ingenuity that gets you into another program, instead of your being able to have continuous long-term funding that you can put into the delivery system while not worrying about how the hell you are going to fit into the pigeon-holes of the applications.

• 1055

Mr. Fleming: This may well be a subject-matter better taken up with the Under Secretary of State, and Kerry Johnston as the director, and David. I can only talk about my experience there and my perception. With limited funds, you tended to say: "If they are doing their thing pretty well, let us give somebody else a chance". But gosh, I look, there is the Heritage Language Program . . . ongoing funding; it was there as long as you met your criteria every year. We just started up the Race Relations Program and the Immigrant Women's Program. So there it was. We got an idea in Calgary that we are going to use the phone network to get to 50 women and it is going to cost a whole lot of money, but let us see if that can be worked out and then if you got bigger numbers, there may be a saving. Well, it was clearly a pilot project and in justice, I could not go on paying to reach 50 women, paying \$40,000 a year—now my numbers are going to be wrong here—in perpetuity. It was to find out whether that kind of thing would work if costs could be knocked down in time, so it was an experiment. I look at all the . . . There are a number of private sector voluntary organizations that we fund and that Multiculturalism Canada funds. They are professionals; they have regular people who work there for a number of years; they have volunteers who work there as well. That is ongoing. I know as an MP—all you guys know it—that those organizations say: I wish we could have more permanent funding. But, you know, governments are not there forever either to expend the moneys. You are accountable for it and you have to come back and be accountable. Now, if they are saying they have to invent new things just to keep the money coming, then I think you should talk to Dave and give some specifics, and that is unfortunate if they are meeting the basic criteria. Perhaps the problem is that with limited funds you tend to say: Is that ongoing? Are you really set up to operate or do you as a rotary club have a special project this year; you want to do it again next year; you want to do it again next year. Well, maybe you had better set up a separate division of your club. Then you get

[Translation]

C'est donc un problème de stabilité et de dépendance financière . . .

M. Fleming: Oui.

Le président: . . . car les objectifs que se fixe le gouvernement semblent être à très court terme. Pour ceux qui appliquent le programme, cela est frustrant car, si le programme est jugé valable et digne de l'appui financier du gouvernement une année donnée, il devrait l'être aussi à plus long terme, ce qui permettrait d'avoir cette stabilité financière dont vous parlez. Les groupes en question ont donc l'impression, peut-être à tort, que, faute d'un financement à long terme, ils consacrent beaucoup trop de temps et d'efforts, c'est-à-dire beaucoup trop d'argent, à chercher un moyen ingénieux qui leur permettra d'être admissibles à un autre programme; or, il serait beaucoup plus positif pour eux d'avoir la sécurité d'un financement régulier et à long terme, ce qui leur éviterait de se préoccuper de trouver une échappatoire quelconque qui leur permettrait d'être admissibles à d'autres programmes.

M. Fleming: Vous devriez soulever la question auprès de la sous-secrétaire d'État, du directeur Kerry Johnston et de David. Pour ma part, je ne puis vous parler que de mon expérience et de ce que je pense être la situation. Lorsque les fonds sont limités, et qu'un groupe semble se débrouiller assez bien, on cherche souvent à donner une chance à quelqu'un d'autre. Prenez notre programme des langues ancestrales: il lui suffit de répondre à certains critères donnés pour se voir accorder chaque année un budget. Nous venons aussi de lancer un programme des relations interraciales et un programme des femmes immigrantes. L'idée nous est venue à Calgary de chercher à atteindre cinquante femmes en passant par le réseau téléphonique—cela devait coûter très cher, mais nous avons décidé de tenter l'expérience et de voir s'il serait possible de réaliser une économie en atteignant un plus grand nombre de femmes. Il s'agissait très nettement d'un projet pilote, puisque je ne pouvais évidemment pas me permettre de consacrer \$40,000 par an pour atteindre uniquement 50 femmes chaque année. Bien sûr, je me trompe sans doute dans mes chiffres. Mais il s'agissait encore une fois de tenter l'expérience et d'établir s'il serait possible de réduire les coûts avec le temps tout en atteignant de bons résultats. Il existe un certain nombre d'organismes bénévoles dans le secteur privé que Multiculturalisme Canada finance et qui regroupent des professionnels, c'est-à-dire des gens qui travaillent régulièrement chez eux depuis un certain nombre d'années, ainsi que des bénévoles. Ces organismes fonctionnent de façon continue et nous demandent cent fois, à nous leurs députés, de rendre leur financement plus permanent. Mais les gouvernements ne peuvent augmenter à l'infini leurs dépenses. Ils sont, par l'intermédiaire de leurs députés, comptables devant leurs citoyens. Mais si ces organismes prétendent devant vous qu'il leur faut inventer toutes sortes de nouveautés afin d'obtenir des fonds, je vous demanderais de fournir des détails à Dave. Ce serait malheureux qu'il en soit ainsi, surtout si les organismes en question répondent aux critères de base. Avec le peu d'argent que nous avons, nous nous demandons si les organisa-

[Texte]

into that category. Then we are off into bureaucracy and the things that happen to it.

Mr. Kehoe: A lot of the witnesses who came before us and a lot of the briefs that were submitted to us—and I know you are not going to be surprised . . . suggested education as a panacea to solve the problems. Could you suggest a mechanism by which this parliamentary committee could influence the educational system?

Mr. Fleming: I can talk about it but I do not have any magic.

Mr. Kelly: Could I just intrude for a second and just broaden that question so that you could answer two in one? To what extent did you anticipate this committee could comment on and make recommendations on matters within other jurisdictions, provincial and municipal?

Mr. Fleming: Well, I think if you watch your language and you do it politely, you can comment on anything you want to comment on. You are a special parliamentary committee; you are duly elected and the people who vote for you voted all levels of government—and boy, the provinces and municipalities never have a problem commenting on us.

Back to the educational system. I think, with the resources at hand, which are now much better than they were, that network should be built. The teachers' federations . . . I think of the Nova Scotia Teachers Union, the national teachers' federation, on the Prairies; I think of the B.C. School Board; I think of things happening in Toronto now, the capacity for the other people to do it, looking at texts, looking at putting on the curriculum a better discussion of the mix of settlement, the length of time of settlement, the contribution of all—all those things are starting to happen. All you want to do is feed the people who care about it out there—rather than trying to do everything ourselves—to get together, to talk and to work on it. I think there has been a tremendous movement in the last three or four years in that area, much of it generated by themselves.

The Chairman: Norm, I give you a couple of minutes to finish off.

Mr. Kelly: When you are talking about affirmative action—and I am sorry to go back to that, but it seems to have played a large role in the deliberations of the committee, and I just want to get your thoughts on this—there seem to be two aspects to it. One is to promote people at point of entry, to make sure the system is accessible with them. Number two is to make sure that once you are in the system you have the opportunity to rise in it. I just wonder whether one could divorce one problem from the other and maybe apply affirmative action to the first and not the latter, because the latter

[Traduction]

tions, comme le Club Rotary, fonctionnent en permanence ou si elles cherchent à présenter au ministère des projets spéciaux pour cette année, projets qu'elles représenteront l'année prochaine, puis encore les années suivantes. Si c'est le cas, il leur faudrait sans doute séparer l'administration du projet du reste du fonctionnement du club, ce qui permettrait d'avoir une catégorie différente. Sans cela, c'est une véritable bureaucratie avec tout ce qui s'ensuit.

M. Kehoe: Vous ne serez pas surpris d'entendre que bon nombre des témoins qui ont comparu et qui nous ont soumis des mémoires prétendent que l'éducation pourrait réussir à résoudre les problèmes. Comment, pensez-vous, notre Comité parlementaire pourrait-il avoir une incidence quelconque sur le système d'éducation?

M. Fleming: Je n'ai certainement pas la solution magique à vous proposer, mais je pourrais néanmoins vous en parler.

M. Kelly: Me permettez-vous d'interrompre et d'élargir la question pour que nous fassions d'une pierre deux coups? Dans quelle mesure, d'après vous, le Comité peut-il faire des recommandations sur ce qui relève d'autres compétences, qu'elles soient provinciales ou municipales?

M. Fleming: En pesant ses mots et en répondant poliment, on peut commenter à peu près n'importe quoi. Votre Comité est un comité parlementaire spécial regroupant des membres dûment élus par des citoyens qui votent à tous les niveaux de gouvernement. D'ailleurs, les provinces et les municipalités n'hésitent jamais à commenter nos actions.

Revenons au système d'éducation. Les ressources qui existent actuellement sont bien meilleures qu'elles ne l'étaient, ce qui devrait pouvoir donner des résultats. Je songe à ce qui se fait au Syndicat des professeurs de Nouvelle-Écosse (*Nova Scotia Teachers Union*), à la Fédération nationale des enseignants des Prairies (*National Teachers Federation*), au Conseil scolaire de Colombie-Britannique *B.C. School Board*, ou à Toronto: ce sont les autres, les enseignants, qui mettent la main à la pâte. Ils revoient les textes, incluent au programme de cours des discussions sur le mélange des races établies au Canada, sur la durée de leur établissement, sur leurs contributions à tous, etc. Cela démarre enfin! Au lieu de chercher à tout faire vous-mêmes, il suffit de fournir votre aide à ceux dont c'est la responsabilité, afin qu'ils se rencontrent, en parlent entre eux et se penchent sur la question. Depuis trois ou quatre ans, il y a un travail énorme qui s'accomplit en ce sens et qui est dû en grande partie aux enseignants eux-mêmes.

Le président: Norm, je vous donne quelques minutes pour terminer.

M. Kelly: Si cela ne vous dérange pas, je voudrais que vous nous fassiez part de vos réflexions en ce qui concerne l'action positive, puisque cette question semble avoir joué un rôle important dans les délibérations du Comité. L'action positive semble jouer un double rôle: d'abord, celui d'aider les nouveaux arrivants, pour faire en sorte qu'ils aient accès au système; puis, celui d'assurer que, une fois dans le système, ils aient la possibilité de s'y épanouir. Est-il possible de séparer les deux situations, de ne parler d'action positive que dans le cas de la première, puisque l'épanouissement que l'on recherche

[Text]

may be a function of time. Many of the groups are so recent that they may not have had the time to work themselves up through the system. For example, a lot of them have said they want to be at the seat of power; they want to be at the centre of power; they want to occupy the high ground along with the groups who are here and have been here before us.

• 1100

I am just wondering if that movement up through the system is not a function of time and that, given time, that occupation or sharing of the high ground may not naturally occur.

Mr. Fleming: But I think there is an assumption in what you say that a lot of people have been held here at the beginning and therefore do not have the competence to operate here. There are lots of people sitting here who have the competence to operate here. You do not have to have two Ph.D.s to be on a board of directors or to be a member of the board of the Canadian Chamber of Commerce or to be an expert on how to teach. You can have that experience and just be held down because the system has not allowed you to move up.

I think it is very important. Your mandate is to find positive examples. Well, I think you have found some positive examples; not nearly as many as I bet you wish you had found. Then I think that is a very important point to make, that lots of them are absent. You might identify the kind you wish there were, that are absent in various of the major institutions of society, and then call for the need quickly to identify with hard research where they are missing and demand there be a discussion, when you have that research quickly, with those people who are in charge, whether it be the Canadian banks or the Parliament of Canada, the various parties or whatever.

Why has this House of Commons one visible minority? Well, gosh, that is the way the system works. You know Lincoln Alexander was here for a while in previous years.

But you have to force a discussion within. My fear would be if you said to start at the doorstep. That is a cop-out for all those guys who want us to be very benevolent, but do not want to be bothered: As long as I can get off to my squash club at night or go to my nice church, everything is fine. No, you have to point them in some directions. There are lots of people at the front door who should have been upstairs for years.

The Chairman: Thank you, Jim.

Thank you, Norm.

I particularly thank you for that last statement, Jim. I think probably many of us, in addition to that, are also saying, while you do the fast search for the reasons why, perhaps, the snapshot exists as it does, there may also be room to be taking some action while you are finding out why and getting the

[Translation]

dans la deuxième situation ne se fait peut-être qu'avec le temps? Bon nombre des groupes dont il est question sont ici depuis si peu de temps qu'ils n'ont pas encore eu le temps de monter dans le système. Beaucoup d'entre eux veulent être au pouvoir, être au centre des prises de décision et occuper le haut du pavé en même temps que ceux qui sont ici depuis longtemps et qui nous ont précédés.

Cette ascension ne se fait-elle pas d'elle-même avec le temps? Ces groupes ne se partageront-ils pas le haut du pavé en temps et lieu?

M. Fleming: Ce que vous venez de dire laisse entendre que beaucoup de gens n'ont pas connu le succès à leur arrivée parce qu'ils n'ont pas la compétence voulue pour fonctionner dans la société canadienne. Beaucoup de ceux qui sont assis à cette table-ci ont la compétence voulue. Il n'est nullement nécessaire d'avoir deux doctorats pour siéger à un conseil d'administration, fut-il celui de la Chambre de commerce ou d'ailleurs, ni pour savoir comment enseigner. Vous pouvez très bien avoir l'expérience voulue, mais que le système ne vous permette pas de monter et vous empêche de progresser.

Il est très important de comprendre que vous avez le mandat de trouver des exemples positifs. Vous en avez certainement déjà trouvé quelques-uns, mais pas autant que vous l'auriez voulu, j'en suis sûr. Il est important de souligner que beaucoup de bons candidats sont absents de la scène. Le Comité voudra peut-être identifier le genre de personnes qu'il lui faut et qui sont absentes des diverses grandes institutions de la société canadienne; il voudra peut-être chercher à déterminer le plus rapidement possible et avec l'aide de données pourquoi il en est ainsi et exiger que ceux qui sont aux postes de commande, les banques et les partis politiques représentés au Parlement, se demandent eux aussi pourquoi il en est ainsi.

Pourquoi n'y a-t-il qu'un représentant des minorités visibles à la Chambre des communes? Eh bien, c'est à cause du système. Vous vous rappellerez que Lincoln Alexander a siégé quelque temps il y a quelques années.

Vous devez susciter la discussion à l'intérieur même de vos rangs. Ma crainte serait que vous en laissiez la responsabilité à ceux qui sont au seuil de vos portes. Tous ceux qui nous demandent à nous d'être charitables mais qui ne veulent pas qu'on les dérange dans leur belle petite vie et qu'on les empêche d'aller jouer au squash en soirée ou d'aller à l'église, ceux-là même en profiteraient pour s'en laver les mains. Il y a des tas de gens qui frappent à notre porte et qui auraient dû arriver depuis longtemps en haut de l'échelle.

Le président: Merci, monsieur Fleming.

Merci, monsieur Kelly.

Je vous remercie tout particulièrement pour votre dernier commentaire, monsieur Fleming. J'ajoute que plusieurs d'entre nous sont d'avis que pendant même que l'on fait des recherches pour déterminer pourquoi la situation est telle qu'elle est et avant même qu'on tire des conclusions à la lumière des

[Texte]

statistics. I trust that will be part of our debate in our report as well.

Gentlemen, on behalf of the committee, I would like to thank you for coming before us, not only for the opportunity to hear from us what we have heard from the witnesses, but also to give us the opportunity to reflect with you on what the reasons for the committee were in the first place and what some of your thoughts are now, and have been, in terms of the needs and the answers to those needs with respect to the visible minorities, and more importantly, for the whole of the Canadian society. I think it has been most helpful to have you here before us this morning, and I want to thank you on behalf of the whole committee for your attendance and for the answers you have made.

Mr. Fleming: I appreciated the opportunity, obviously. I am sorry if I went on too long. Listen, there are lots of people—if I dare take that shot . . . counting on you, so do not be frightened about anything. You are duly elected Members of Parliament.

The Chairman: Thank you.

We will stand down for five minutes and then recommence. The meeting is adjourned.

[Traduction]

données recueillies, il est d'ores et déjà possible d'agir. Notre rapport en tiendra sans doute compte.

Messieurs, je vous remercie d'avoir comparu devant le Comité et de nous avoir permis d'entendre votre témoignage. Je vous remercie aussi de nous avoir fourni matière à réflexion sur la raison d'être du Comité, sur les besoins des minorités visibles et la façon d'y répondre, ainsi que sur les besoins de la société canadienne en général. Votre présence et vos réponses nous ont été fort utiles ce matin, et je vous en remercie au nom du Comité.

M. Fleming: Il est évident que j'ai été très heureux de venir ce matin. Veuillez m'excuser si j'ai parfois été trop verbeux. Mais si vous me permettez un dernier mot, je répéterai que beaucoup comptent sur vous. N'ayez pas peur de vous prononcer car vous êtes dûment élus par le peuple.

Le président: Merci.

Nous ferons une pause de cinq minutes avant de reprendre la séance. La séance est levée.



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WITNESS—TÉMOIN

The Honourable Jim Fleming, P.C., M.P.

L'honorable Jim Fleming, député du parti conservateur.

HOUSE OF COMMONS

Issue No. 2

Friday, December 16, 1983
Monday, December 19, 1983
Tuesday, December 20, 1983

Chairman: Bob Daudlin, M.P.

CHAMBRE DES COMMUNES

Fascicule n° 2

Le vendredi 16 décembre 1983
Le lundi 19 décembre 1983
Le mardi 20 décembre 1983

Président: Bob Daudlin, député

*Minutes of Proceedings and Evidence
of the Special Committee on*

*Procès-verbaux et témoignages du
Comité spécial sur la*

Participation of Visible Minorities in Canadian Society

Participation des Minorités visibles à la Société canadienne

RESPECTING:

Order of Reference

CONCERNANT:

Ordre de renvoi

APPEARING:

The Honourable David Collenette, P.C., M.P.
Minister of State—Multiculturalism

COMPARAÎT:

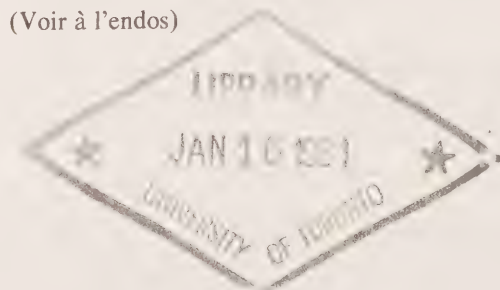
L'honorable David
Collenette, p.c., député
Ministre d'État—Multiculturalisme

WITNESSES:

(See back cover)

TÉMOINS:

(Voir à l'endos)



Second Session of the
Thirty-second Parliament, 1983

Deuxième session de la
trente-deuxième législature, 1983

SPECIAL COMMITTEE ON
THE PARTICIPATION OF
VISIBLE MINORITIES
IN CANADIAN SOCIETY

Chairman: Bob Daudlin

Vice-Chairman: Gary McCauley

COMITÉ SPÉCIAL SUR LA
PARTICIPATION DES
MINORITÉS VISIBLES A
LA SOCIÉTÉ CANADIENNE

Président: Bob Daudlin

Vice-président: Gary McCauley

MEMBERS/MEMBRES

Norm Kelly
Laverne Lewycky
Gus Mitges

Steve Paproski
Michel Veillette—(7)

(Quorum 4)

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee

MINUTES OF PROCEEDINGS

FRIDAY, DECEMBER 16, 1983

(4)

[Text]

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:45 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and Mitges.

In attendance: From the Research Branch, Library of Parliament: Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 10:45 o'clock a.m. the Committee adjourned until 1:45 o'clock p.m. this day.

AFTERNOON SITTING

(5)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 1:45 o'clock p.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and Mitges.

In attendance: From the Research Branch, Library of Parliament: Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 4:02 o'clock p.m., the Committee adjourned to the call of the Chair.

MONDAY, DECEMBER 19, 1983

(6)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 11:20 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges, Paproski and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Study Director, Maureen Dobbin, Parliamentary Intern.

PROCÈS-VERBAL

LE VENDREDI 16 DÉCEMBRE 1983

(4)

[Traduction]

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9h45, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Mitges.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Lloyd Stanford, Dorothy Wills, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 10h45, le Comité interrompt les travaux jusqu'à 13h45.

SÉANCE DE L'APRÈS-MIDI

(5)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 13h45, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Mitges.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Lloyd Stanford, Dorothy Wills, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 16h02, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE LUNDI 19 DÉCEMBRE 1983

(6)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 11h20, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges, Paproski et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, chargés de recherche; Jack

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 12:58 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING

(7)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 4:08 o'clock p.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:36 o'clock p.m., the Committee adjourned to the call of the Chair.

TUESDAY, DECEMBER 20, 1983

(8)

The Special Committee on the Participation of Visible Minorities in Canadian Society met at 9:43 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley, Mitges, Paproski and Veillette.

Other Member present: Mr. Murta.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Suzing Hum, Lloyd Stanford, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

Appearing: The Honourable David Collenette, Minister of State for Multiculturalism.

Witnesses: From the Multiculturalism Directorate of the Secretary of State: Mr. Kerry Johnston, Director and, Mr. Dhiru Patel, Chief, Race Relations.

The Committee resumed consideration of its Order of Reference dated Thursday, June 16, 1983. (*See Minutes of Proceedings and Evidence dated Tuesday, September 27, 1983, Issue No. 1*).

The Minister made a statement and answered questions.

Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 12h58, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI

(7)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 16h08, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 17h36, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MARDI 20 DÉCEMBRE 1983

(8)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit, ce jour à 9h43, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges, Paproski et Veillette.

Autre député présent: M. Murta.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Suzing Hum, Lloyd Stanford, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Comparaît: L'honorable David Collenette, ministre d'État (Multiculturalisme).

Témoins: De la Direction du multiculturalisme: M. Kerry Johnston, directeur, et M. Dhiru Patel, chef des relations interraciales.

Le Comité reprend l'étude de son ordre de renvoi du jeudi 16 décembre 1983. (*Voir procès-verbal et témoignages du mardi 27 septembre 1983, fascicule n° 1*).

Le Ministre fait une déclaration et répond aux questions.

At 11:25 o'clock a.m. the sitting was suspended.

At 11:35 o'clock a.m. the sitting resumed *in camera*.

The Committee resumed consideration of the draft report.

At 12:40 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING

(9)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 4:01 o'clock p.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Lloyd Stanford, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern; Dan Sullivan, Consultant.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:40 o'clock p.m., the Committee adjourned to the call of the Chair.

EVENING SITTING

(10)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:03 o'clock p.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and McCauley.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Lloyd Stanford, Research Officer; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 10:05 o'clock p.m., the Committee adjourned to the call of the Chair.

A 11h25, le Comité interrompt les travaux.

A 11h35, le Comité reprend les travaux à huis clos.

Le Comité reprend l'étude du projet de rapport.

A 12h40, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI

(9)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 16h01, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Saul Arbess, Lloyd Stanford, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire; Dan Sullivan, expert-conseil.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 17h40, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DU SOIR

(10)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 21h03, sous la présidence de M. Bob Daudlin (président).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et McCauley.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, chargés de recherche; Lloyd Stanford, chargé de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'étude de son ordre de renvoi du mardi 13 décembre 1983. (*Voir procès-verbal et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude du projet de rapport.

A 22h05, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee

EVIDENCE

(Recorded by Electronic Apparatus)

[Texte]

Tuesday, December 20, 1983

• 0943

The Chairman: We resume our reference, and we have with us this morning the minister, Mr. David Collenette. On behalf of the committee I would like to welcome the minister and his staff to the committee hearing this morning. With the attendance of the minister, we will probably have reached the end of the formal hearing process.

We have organized ourselves, Mr. Minister, in a manner such that we would have the opportunity, before we finalized our hearings and before we got into the last phase of our writing, to discuss with you the whole concept of the report, the areas we may be touching on, and to afford ourselves the opportunity to put some questions to you in some of the areas that have caused themselves to be considered by us as we listened to witnesses across the country and as we put together the thoughts that our staff and consultants have been providing to us.

It is a pleasure to have you here this morning. You will know from the hearings that we have had numbers of witnesses before us, and several of your colleagues from Cabinet. We are most pleased that you have been able to provide us with some time, which we know is short, and I understand you have a statement to make. Perhaps I could invite you to make that statement following the introduction of those members of your staff whom you have brought with you.

• 0945

L'honorable David Collenette (ministre d'État chargé du Multiculturalisme): Merci, monsieur le président.

Il me fait grand plaisir d'être ici ce matin. A ma droite,

We have Kerry Johnson, who is the Director of the Multiculturalism Secretariat; Mr. Dhru Patel also of our secretariat and in the race relations field. Those gentlemen will assist me later in responding to your questions.

Comme vous l'avez dit, monsieur le président, j'ai une déclaration à lire. Malheureusement, nous n'aurons la traduction française que dans dix minutes.

I want first to congratulate the members of the committee for their tireless work in the last couple of months. This is a particularly sensitive area which this parliamentary committee has been dealing with, and the members of the committee have certainly done credit to Parliament and to the seriousness of the subject at hand in dealing with the matter.

Canadian society, Mr. Chairman, is at a crossroads in the area of race relations. Just as it had to decide in 1971 to accept and foster the concept and practice of a multicultural nation, now it has to decide to implement the concept of an harmonious multiracial nation.

TÉMOIGNAGES

(Enregistrement électronique)

[Traduction]

Le mardi 20 décembre 1983

Le président: Nous reprenons l'étude de notre ordre de renvoi, et ce matin, notre témoin sera le ministre, M. David Collenette. Au nom du Comité, je souhaite la bienvenue au ministre et à ses associés. Cette comparution du ministre ce matin signifie sans doute la fin de la partie formelle des audiences du Comité.

Monsieur le ministre, avant de terminer nos audiences, et de penser à l'ébauche définitive de notre rapport, nous avons voulu avoir l'occasion de discuter tout le concept du rapport avec vous, les différentes questions que nous allons aborder, et en même temps, avoir l'occasion de vous poser quelques questions qui nous ont intéressés au moment où nous entendions des témoignages, partout au pays, et où nous étudions les idées que nous ont présentées notre personnel et nos experts-conseils.

Nous sommes bien heureux de vous recevoir. Vous savez sans doute que nous avons entendu un grand nombre de témoins, et plusieurs de vos collègues du conseil des ministres. Nous vous remercions donc d'avoir bien voulu nous accorder un peu de votre temps précieux. Vous avez, je pense, une déclaration préliminaire à faire. Peut-être pourriez-vous présenter les hauts fonctionnaires qui vous accompagnent, et ensuite, faire votre déclaration.

The Hon. David Collenette (Minister of State for Multiculturalism): Thank you, Mr. Chairman.

I am most pleased to be here this morning. On my right . . .

Voici M. Kerry Johnson, directeur du Secrétariat du multiculturalisme; M. Dhru Patel est aussi membre du secrétariat, chargé des relations interraciales. Les deux m'aideront à répondre à vos questions.

As you mentioned, Mr. Chairman, I do have a statement to read. Unfortunately, the French version will not be available for another 10 minutes.

Je veux d'abord féliciter les membres du Comité de la tâche qu'ils ont accomplie ces derniers mois. Ce comité parlementaire était chargé d'étudier un sujet particulièrement sensible, et les membres du Comité ont certainement fait honneur au Parlement et, dans leur travail, ont su refléter le sérieux du sujet.

Le Canada, monsieur le président, se trouve à un tournant en matière de relations interraciales: tout comme, en 1971, nous avons dû décider d'adopter et de promouvoir, en théorie comme en pratique, la notion de multiculturalisme, nous devons aujourd'hui décider de prendre les moyens qu'il faut pour promouvoir l'harmonie entre les races.

[Texte]

The commitment in the Throne Speech to enact a legislative base for Canada's multicultural policy is crucial in the government support for multiculturalism in the country. The legislation will provide a basis for multiculturalism policy and the programs it encompasses, including those covering race relations, multicultural education support, cultural integration, cultural enrichment, group development, writing and publications, Canadian ethnic studies, intercultural communications and performing and visual arts. I am particularly satisfied with the Throne Speech proposal to act quickly on the *Report of the Parliamentary Committee on Participation of Visible Minorities in Canadian Society*, and I am sure you will welcome that as well. This underscores the government's commitment to the whole area of improving race relations in our society.

It has been a priority of the multiculturalism directorate over the past few years; indeed, the establishment of this committee, after all, was a major recommendation at a symposium on race relations and the law which was funded through the multiculturalism directorate and which was hosted by my predecessor, the Hon. James Fleming, in April 1982. As such, I wish to emphasize that the work of this committee and its recommendations constitute an important part of an ongoing process rather than serve as a point of departure.

The racial diversity of the Canadian population has been part of the basic reality of this country from its beginning, but the notion of equal opportunities for the various elements of this diversity is of relatively recent origin.

Multiculturalism Canada, with its mandate to work with diverse communities, institutions and individuals, across the country became aware some years ago that the gap in this area between commitment to principles and practice had to be narrowed. Studies carried out since the mid-1970s, such as the Pitman report, the Ubale report, McAlpine report, the November 1981 Gallup poll, as well as situation reports on the state of race relations in 11 Canadian cities which have documented and analysed the problem, indicate that racism is prevalent in varying degrees throughout society. Most believe, for example, that the problems in race relations are recent and stem basically from such specific factors as immigration, unemployment, individual prejudices, cultural differences and the like.

However, research indicates that while such factors do play a role in determining when and where problems might arise, they do not adequately explain the persistence of the problems despite efforts to address them. The reason for this is that such an approach overlooks or minimizes, the historical origins and development of the problems and their current pervasive existence throughout the major areas of life.

L'expérience de la Grande-Bretagne et celle des États-Unis ont démontré que, pour vaincre le problème, il fallait l'aborder dans une perspective globale, s'attaquer à tous les grands secteurs de la société, particulièrement aux grandes institutions qui régissent la vie de tous les jours. Ce n'est pas en se concentrant sur un secteur seulement (par exemple, celui de

[Traduction]

En s'engageant, dans le discours du trône, à établir un cadre législatif pour la politique de multiculturalisme, le gouvernement a franchi une étape marquante dans la promotion du multiculturalisme au Canada. La loi proposée assoira la politique de multiculturalisme et les programmes qu'elle englobe, notamment ceux qui concernent les relations interraciales, l'aide à l'enseignement multiculturel, l'intégration et l'épanouissement culturels, l'aide aux groupes, l'édition et la publication, les études ethniques, les communications interculturelles, ainsi que les arts du spectacle et les arts plastiques. Je suis particulièrement satisfait de la décision de donner suite rapidement «au rapport du Comité parlementaire sur la participation des minorités visibles à la société canadienne», et je suis certain que vous pensez de même. Cela souligne l'engagement du gouvernement dans toute cette question des relations interraciales au sein de notre société.

Comme vous le savez, les relations interraciales constituent depuis quelques années une grande priorité de la Direction du multiculturalisme. En fait, une des principales recommandations issues du colloque sur le droit et les relations interraciales, financé par la Direction du multiculturalisme et tenu par mon prédécesseur en avril 1982, avait trait, justement, à la création de votre comité. Aussi, je tiens à souligner que vos travaux et vos recommandations constituent un élément important d'un processus en cours, et non pas un point de départ.

Depuis ses débuts, le Canada est un pays multiracial, mais ce n'est que tout récemment que la notion d'égalité des chances pour tous est apparue.

Comme sa mission l'amenait à travailler avec divers groupes, institutions et particuliers de tout le pays, le ministère d'État au Multiculturalisme s'est rendu compte, il y a quelques années, de la gravité de la situation et de la nécessité d'y remédier de toute urgence. Il fallait absolument réduire l'écart entre la théorie et la pratique. Des études effectuées depuis le milieu des années 70 (Pitman, Ubale, McAlpine...), le sondage Gallup de novembre 1981 et des rapports sur la situation des relations interraciales dans onze grandes villes du Canada indiquent que le racisme est présent, à divers degrés, dans tous les secteurs. La plupart des gens croient, par exemple, que le problème est récent, qu'il est essentiellement causé par des facteurs comme l'immigration, le chômage, les préjugés individuels et les différences culturelles.

Ces facteurs jouent bien sûr dans une certaine mesure, mais, d'après les recherches effectuées, ils ne suffisent pas à expliquer que le problème persiste en dépit de tous les efforts faits pour le régler. C'est qu'on n'a pas remonté aux sources du problème et qu'on ne s'est pas bien rendu compte de son étendue.

The experiences of Britain and the United States have shown that a global approach was required if the issues were to be addressed successfully. Major areas of Canadian society, particularly the major institutional structures that govern people's daily lives, have to be taken into account. It is not by concentrating on one sector only, such as education, for

[Text]

l'enseignement), en prenant des mesures éparses ou en ne réagissant qu'aux situations extrêmes qu'on va éliminer le problème à la source.

• 0950

C'est pour cela que la Sous-section des relations interraciales de la Direction du Multiculturalisme a décidé de s'attaquer au problème dans son ensemble en appliquant les stratégies indiquées plus haut et en faisant de la prévention, c'est-à-dire en suscitant des changements aux politiques et aux programmes. Nous exposerons plus loin ces stratégies en donnant des exemples de la façon dont elles sont appliquées.

Beaucoup des modèles et des exemples signalés au Comité sont, je suis heureux de le souligner, le fruit de stratégies et d'initiatives pour améliorer les relations interraciales que Multiculturalisme Canada poursuit depuis quelques années.

Un des éléments de base de ces stratégies est d'encourager les principales victimes du racisme, les minorités identifiées, à participer pleinement, non seulement à l'élaboration de ces stratégies, mais aussi à leur mise en application. En fin de compte, ces groupes doivent, tout autant que les autres, faire leur part pour améliorer leurs relations avec la société en général. Notre programme d'aide aux groupes a donc pour priorités, entre autres, d'aider les minorités identifiées à acquérir les compétences et l'expérience nécessaires pour pouvoir participer plus pleinement à la vie de la société canadienne.

A quelques exceptions près, ce n'est pas d'aujourd'hui que nos minorités sont victimes de racisme et de préjugés. Il faut donc leur donner la chance d'établir de nouvelles relations avec la société en général et aussi, dans bien des cas, de se faire une idée plus positive d'elles-mêmes.

Since the Multiculturalism Directorate, with its limited resources, understood and responded to their needs, these groups consistently expressed their desire that the program be given a greater role within the federal government.

As I stated earlier, it is only through a global approach that necessary changes would be promoted within and across both the federal government and Canadian society so that the concept of a harmonious multiracial and multicultural nation can be effectively achieved.

I would like now, Mr. Chairman, briefly to outline how Multiculturalism Canada is proceeding to implement a global strategy to combat racism.

The national strategy to combat racism, which I shall table with you today, has been completed after major consultations with community leaders and experts through the Symposium on Race Relations and the Law and the Visible Minorities and the Media Conference and other forums. These consultations were held to identify problems and search for solutions. This strategy will now be implemented over the next few years.

The major objectives of the strategy are to underscore the role of the federal government in setting examples and playing a continuing role in promoting institutional change to elimi-

[Translation]

instance, nor by taking desperate measures or reacting to extreme situations only that the problem will be resolved at its source.

The Subsection on Race Relations of the Multiculturalism Directorate has therefore decided to tackle the problem as a whole by implementing the above-mentioned strategies and by taking preventative measures, that is by changing policies and programs. We will explain these strategies later on by giving you examples of how they are being implemented.

I am happy to mention that many of the models and examples brought to the attention of the committee are the result of measures taken to improve interracial relations which Multiculturalism Canada has been pursuing for a number of years.

One of our basic purposes is to encourage the main victims of racism, that is the visible minorities, to participate in the preparation and implementation of these strategies. Like all other groups, the visible minorities must carry their share of the burden in order to improve their relations with society as a whole. One of our priorities is therefore to help visible minorities to acquire the skills and the experience necessary to enable them to participate more fully in the life of Canadian society.

With a few exceptions, visible minorities have been the victims of racism and prejudice for a long time. They must therefore be given a chance to establish new relations with the rest of the community as well as acquire a more positive self-image.

Vu la compréhension que la Direction du multiculturalisme a, malgré des ressources limitées, manifestée à leur endroit, ces groupes n'ont cessé de réclamer que le gouvernement fédéral fasse à ce programme une plus large place.

Comme il a été dit plus haut, ce n'est qu'en abordant le problème dans une perspective globale qu'on pourra apporter les changements nécessaires dans l'administration fédérale et dans la société canadienne tout entière, et susciter de bonnes relations entre les races et les cultures.

Voici donc, monsieur le président, comment la Direction du multiculturalisme s'y prend pour lutter contre le racisme.

La stratégie nationale de lutte contre le racisme, que je vous sou mets aujourd'hui, résulte d'importantes consultations, par exemple, le Colloque sur le droit et les relations interraciales et la Conférence sur les minorités identifiées et les médias, tenues avec des décideurs et spécialistes pour cerner les problèmes et trouver des solutions. Cette stratégie sera mise à exécution au cours des années à venir.

Voici les principaux objectifs de la stratégie: s'efforcer davantage de donner l'exemple et de jouer un rôle de chef de file dans la promotion des changements institutionnels en vue

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nate discrimination based on race; to develop within visible minority groups and their organizations programs that will enhance their capacity to further their role as full and equal citizens and to participate in efforts to eradicate racism; to develop coalitions involving visible minority groups and other parties committed to promoting institutional change in order to improve the state of race relations; to develop within the institutions governing education, justice, employment and culture programs that will counteract discriminatory practices; to commission action-oriented research to enable a better understanding of the Canadian dimension of the problem; and to develop policies and programs to improve race relations.

National conferences involving decision-makers in business, industry, labour, education, broadcasting and the justice system have played an important role in finding ways to ensure that visible minority Canadians can participate fully and equally in our society. Other activities associated with the national program to combat racism have focused primarily on pilot projects which provide models for wider implementation within the voluntary and institutional sectors.

Support is being given to law enforcement bodies with a view to improving practices affecting race relations both in their internal management practices and in their interface with visible minorities. The promising Police Intercultural Training Program model has been developed and is being tested in Ottawa and Vancouver, after which it will be evaluated and a handbook and an evaluation report will be made available to municipalities, police forces and race relations organizations across Canada. It is hoped that this program will be accepted by the Canadian Association of Chiefs of Police to be recommended for national implementation. Indeed, I have had discussions with civic officials in Toronto, my home city, about this program, and my officials will be meeting with the Toronto police chief early in January to discuss further areas of co-operation and assistance in the area of police relations in Metropolitan Toronto.

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High level discussions are also being held with senior Canadian police officials to explore the possibility of holding a national symposium on policing in multiracial settings, involving senior police officials community representatives and experts.

There is no doubt that our present laws in respect to hate literature and racism have been found inadequate in terms of these realities in Canada today. Brief after brief to your committee has made these points. We are working with officials in the Department of Justice, not only to improve our existing laws, but their effective application also. Legislation which creates situations which permit racial discrimination requires review and recommendations for modifications.

[Traduction]

de supprimer la discrimination fondée sur la race; mettre sur pied, à l'intention des minorités identifiables et des organisations qui les représentent, des programmes visant à les rendre plus aptes à assumer leur rôle de citoyens à part entière et à contribuer à la lutte contre le racisme; appuyer la création d'associations de défense formées de groupes appartenant à des minorités identifiables et d'autres groupes qui s'intéressent à l'amélioration des relations interraciales; établir, au sein des institutions dans les domaines de l'éducation, de la justice, de l'emploi et de la culture, des programmes destinés à mettre fin aux pratiques discriminatoires; commander des travaux de recherche dont les résultats serviront directement à éclairer la dimension canadienne de ce problème et à élaborer des politiques et programmes visant à améliorer les relations interraciales.

Des conférences nationales auxquelles ont assisté des décideurs du monde des affaires, de l'industrie, du mouvement syndical, de l'enseignement, de la radiotélévision et de la justice ont grandement contribué à la découverte de moyens de faire participer pleinement à la vie de notre société les Canadiens appartenant à des minorités identifiables. D'autres activités menées dans le cadre du Programme national de lutte contre le racisme ont consisté principalement en des programmes expérimentaux susceptibles d'être étendus aux secteurs bénévoles et institutionnels.

Les forces de police bénéficient d'une aide pour améliorer leurs pratiques, tant au niveau de la gestion interne qu'à celui des relations avec les minorités identifiables, dans la mesure où elles influent sur les relations interraciales. Un programme prometteur de formation de la police a été élaboré et sera mis à l'essai à Ottawa et à Vancouver. Il fera ensuite l'objet d'une évaluation. Le rapport d'évaluation et un guide seront distribués aux municipalités, aux services de police, ainsi qu'aux organisations locales qui se préoccupent des relations interraciales. Il est à espérer que l'Association canadienne des chefs de police approuvera le programme et recommandera de l'entendre à tout le pays. Les fonctionnaires du ministère rencontreront le chef de police du Grand Toronto au début de janvier afin de discuter des autres formes d'aide et de collaboration possibles dans le domaine des relations avec la population.

La Direction du multiculturalisme mène des consultations auprès de dirigeants de corps de police au sujet de la possibilité de tenir un colloque national sur les services de police dans les collectivités multiraciales, lequel réunirait des policiers de haut rang, des représentants des collectivités et des spécialistes.

Il ne fait aucun doute que, compte tenu de la situation actuelle, les dispositions législatives en matière de propagande haineuse et de racisme laissent à désirer. Plusieurs des mémoires présentés au comité parlementaire l'ont souligné. Nous travaillons en collaboration avec des fonctionnaires du ministère de la Justice en vue d'améliorer considérablement non seulement les lois actuelles, mais également leur application. Il y a lieu de réviser et de modifier les lois qui créent des situations où la discrimination raciale est permise.

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We are gathering the material that will enable us to develop plans to increase the number of minorities in the Public Service. We have guidelines to ensure that federal government advertising will reflect the nation's racial and cultural diversity. We have commissioned a film and printed brochures to assist the government information community in implementing this policy.

Cultural systems communicate both to the society at large and to the visible minorities a powerful image of society and, therefore, are important components in the strategy to overcome racial discrimination.

Our efforts in this area have been focused primarily on working with the media. I have provided assistance to the CBC for a visible minority training program to identify and place racial minorities in TV news journalism. This program has achieved excellent results within the corporation. Exceptional talent within the visible minorities communities will now be available to recruitment personnel of the CBC for possible further hiring. The process has increased awareness of CBC recruitment personnel to the exceptional human resources which were hitherto unutilized.

The French Services of the corporation have requested assistance for a similar training program and, as well, English Services would like to repeat the program again this year. I intend to provide assistance for these programs throughout 1984.

A few weeks ago I met with representatives of the Canadian advertising industry, and I hope that further progress will be made towards persuading advertising and marketing industries that increased portrayal of racial minorities in advertising is both a social responsibility, and good business.

In addition to providing support and assistance to a wide variety of community organizations of visible minority groups, encouragement is being given to cross-cultural and voluntary organizations and groups within society to promote cross-cultural and other activities to eliminate discrimination and improve race relations.

To my mind there is no doubt but that there is a multiculturalism movement across the country which involves among its leadership Canadians from all walks of life and all cultural and racial minority communities. This movement is not a movement of ethnics or racial minorities; it is truly all Canadian. Indeed, the concerns and interests in cultural diversity, social justice and fundamental human rights cannot be seen solely as Canadian concerns. The global villages is today's reality, and the denial of justice and equality in any part of that village has an influence upon all of us.

I will be developing plans for translating the proposed multiculturalism legislation into concrete initiatives for Canada's multicultural community in the near future.

In conclusion, Mr. Chairman, I would like just to take a brief look at the future as we see it from our prospective in the government. We believe that the next five years are likely to

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Nous avons entrepris les études documentaires nécessaires à l'élaboration de plans en vue de l'accroissement de la représentation des minorités dans la fonction publique. Nous avons adopté des lignes directrices pour que la publicité gouvernementale reflète la diversité ethnique et raciale de la société. Pour aider les fonctionnaires responsables des communications à appliquer ces lignes directrices, nous avons commandé un film et publié des brochures d'information.

Les systèmes culturels influencent puissamment la société en général et les minorités identifiables par les images qu'ils véhiculent; ils tiennent donc une place importante dans la stratégie pour lutter contre le racisme.

Dans ce domaine, nous avons concentré nos efforts sur les médias. Radio-Canada a bénéficié d'une aide financière pour la tenue d'un séminaire à l'intention des minorités identifiables destiné à accroître le nombre des reporters de la télévision qui appartiennent à une minorité raciale. Ce programme a produit d'excellents résultats au sein de la Société Radio-Canada. Les responsables du recrutement pourront désormais choisir des candidats parmi les membres des minorités identifiables, dont certains possèdent des compétences exceptionnelles. Le programme a permis de sensibiliser ces responsables à la richesse humaine qui était restée inexploitée jusqu'alors.

Le réseau français de Radio-Canada a demandé une aide du gouvernement pour mettre sur pied un séminaire semblable. En outre, le réseau anglais aimerait répéter son programme pour une autre année. Je me propose de consentir une aide financière pour ces activités en 1984.

J'ai rencontré récemment des représentants de l'industrie de la publicité, et j'espère que nos efforts en vue de convaincre les publicitaires et les spécialistes de la commercialisation que la représentation accrue des minorités raciales dans les messages publicitaires est une responsabilité sociale, et qu'elle est rentable par surcroît, continueront à porter fruit.

Outre une vaste gamme d'associations communautaires représentant les minorités identifiables, les organisations interculturelles et bénévoles, ainsi que d'autres groupements, reçoivent des fonds pour la promotion d'activités interculturelles et autres destinées à supprimer la discrimination et à améliorer les relations interraciales.

Il ne fait aucun doute, selon moi, qu'il existe à l'échelle du pays un mouvement multiculturel dont les dirigeants proviennent de toutes les couches de la société et représentent tous les groupes ethniques et raciaux. Ce mouvement est un phénomène canadien, et non pas un phénomène racial ou ethnique. En fait, la diversité culturelle, la justice sociale et les droits fondamentaux ne constituent pas des préoccupations purement canadiennes. Le village planétaire fait partie de la réalité contemporaine. Aussi les injustices commises dans une partie du globe ont-elles des répercussions sur chacun d'entre nous.

J'élaborerai bientôt un plan visant à concrétiser la proposition relative à la Loi sur le multiculturalisme.

Pour conclure, monsieur le président, j'aimerais jeter un bref coup d'oeil sur l'avenir, tel que nous l'entrevoions au gouvernement. Les cinq prochaines années vont sans doute voir des

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see profound shifts in the working environment. The rapid development of new technology and the requirement to concentrate on economically viable industries will have a serious impact on labour sectors which traditionally have provided immigrants, and particularly immigrant women, with employment. Most notable of these of course, is the garment industry.

In addition, Canada will continue to accept for purposes of family re-unification, immigrants from Third World countries, and refugees whose numbers are growing as a result of the increased tensions in the Middle East, Latin America, the Caribbean and Africa.

The social environment over the next five years is also likely to be influenced by the Charter of Rights and Freedoms. While it is to be assumed that the Charter will be a major vehicle in ensuring that Canadian society moves more directly against discrimination and prejudice it cannot be assumed that Clause 27, which deals with cultural rights, will have the same impact. A former human rights and constitutional lawyer and now a justice of the Ontario Supreme Court, Walter Tarnopolsky has expressed the opinion that the clause may be used, however, in a political and moral sense to ensure equal support for all aspects of the Canadian cultural diversity.

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The growing assertiveness of the ethnic and racial minorities' population will likely impact on all aspects of organized cultural activity with increasing expectations for government support more on a par with those of so-called mainstream cultural activities.

This expected period of uncertain economic growth and changes in the work environment may increase anxiety, which in turn would create a milieu conducive to incidents of discrimination based on race. This, coupled with a magnified sense of Canadian identity within the visible minority communities, will provide the material for possible confrontation and public interaction.

Notwithstanding this, I firmly believe that the immediate future holds promise in spite of problems. Increasingly, the policy announced by the Prime Minister in 1971 and its implementation is gaining stature and acceptance in Canada and internationally.

I must acknowledge, in closing, the outstanding contributions made by my officials in the Multiculturalism Directorate, who have gained an enviable reputation in spite of their small numbers across the country for what I can only describe as their dedicated efforts in promoting the multiculturalization of Canada, and I intend to build on this unique relationship, which provides an excellent model of positive interaction between government and some of its major constituencies. Given the determination to overcome resistance based on negative perceptions and given the sensitivity and good will that is characteristic of the majority of Canadians, the Multiculturalism Directorate, with its new legislative base, will

[Traduction]

transformations profondes du milieu de travail. Le développement rapide des nouvelles technologies et la nécessité de se concentrer sur les industries qui sont économiquement viables auront un impact sérieux sur les secteurs qui ont toujours compté un grand nombre d'immigrants (et particulièrement d'immigrantes). Le principal de ces secteurs sera probablement l'industrie du vêtement.

Par ailleurs, le Canada continuera d'accepter les immigrants du Tiers-Monde dont la famille se trouve au Canada, ainsi que les réfugiés, qui sont de plus en plus nombreux en raison des tensions croissantes au Moyen-Orient, en Amérique latine, aux Antilles et en Afrique.

En outre, le climat social des cinq prochaines années est susceptible d'être influencé par la Charte des droits et libertés. Si on présume que la charte contribuera de façon importante à faire en sorte que les Canadiens rejettent directement la discrimination et les préjugés, on ne peut présumer que l'article 27, qui porte sur les droits culturels, aura le même impact. Walter Tarnopolsky, ancien avocat et spécialiste des droits de la personne et du droit constitutionnel, a toutefois exprimé l'avis qu'il est possible que l'article soit utilisé dans un sens politique et moral, pour faire en sorte que soient appuyés également tous les aspects de la diversité culturelle canadienne.

L'assurance croissante des minorités ethniques et raciales aura vraisemblablement un impact sur tous les aspects de l'activité culturelle institutionnelle, et ces minorités attendront sans cesse davantage du gouvernement qu'il appuie leurs activités culturelles dans la même proportion que celles de la collectivité majoritaire.

La faible croissance économique et les changements dans les milieux de travail qui sont prévus pour le court terme vont accroître l'anxiété, laquelle, en retour, créera un milieu propice à la discrimination raciale. Ces facteurs, ainsi que le sens croissant de l'identité canadienne que manifestent les minorités identifiées, sont de nature à engendrer des confrontations et des réactions dans la population.

En dépit des problèmes à appréhender, l'avenir immédiat est prometteur. La notoriété de la politique du multiculturalisme, annoncée par le premier ministre en 1971, est de plus en plus grande, et cette politique est sans cesse davantage acceptée au Canada, de même qu'à l'étranger en ce qui concerne la réalité canadienne.

En terminant, je tiens à souligner le travail exceptionnel des fonctionnaires de la Direction du multiculturalisme, qui, malgré leur petit nombre, ont acquis une réputation enviable dans tout le pays pour leur dévouement à la cause du multiculturalisme au Canada. Je me propose de tirer le meilleur parti des rapports uniques qu'ils ont établis et qui fournissent un excellent exemple de ce que permet d'accomplir une interaction positive entre le gouvernement et certains des principaux groupes qui composent la société. Vu la détermination de vaincre les résistances basées sur les préjugés, et vu la compassion et la bonne volonté qui caractérisent la majorité des Canadiens, la Direction du multiculturalisme, qui disposera

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continue to provide an important lead which will enable the Canadian government to establish a just and equitable society that provides equal access and opportunity for all Canadians regardless of race or ethnic origin.

Thank you, members of the committee, for your attention.

The Chairman: Thank you, Mr. Minister. I am sure that my committee share my excitement at the possible fall-out from the throne speech and those things you allude to in the statements you have just made.

I turn now to the question period, starting with Mr. Paproski.

Mr. Paproski: Thank you, Mr. Chairman.

Mr. Minister, can you tell me whether you have a Cabinet report ready now to make the directorate a full ministry?

Mr. Collenette: I have no such report.

Mr. Paproski: Do you plan to make the directorate a new ministry?

Mr. Collenette: That really is a question that concerns the machinery of government and is the prerogative of the Prime Minister. I believe Mr. Murta asked that question—perhaps it was Mr. Lewycky—in the House some weeks ago. The Prime Minister replied, if I can remember correctly, that as far as he was concerned the present reporting arrangement with Multiculturalism under the umbrella of the Secretary of State department for administrative purposes was more than satisfactory to discharge its responsibilities. As far as I am concerned, I certainly concur with that decision; but that is something that, of course . . .

Mr. Paproski: Let me ask you another question. Would you like to see the Multiculturalism Directorate made a full ministry?

Mr. Collenette: I concur with the Prime Minister's decision in the House because I do not think it would be appropriate at this time. I know that we are really dealing with this committee in the area of the visible minorities and not the structuring of the department, but I think it is a legitimate question to answer, if I can be permitted, Mr. Chairman, to stray from the terms of reference.

Mr. Paproski: The reason I asked that, Mr. Minister . . .

Mr. Collenette: Sorry; I was not finished.

Mr. Paproski: Well, before you . . .

Mr. Kelly: He is always butting in.

The Chairman: Let us let the minister complete the question. If you have another question, I will allow you to put another.

Mr. Collenette: I am always very grateful for Mr. Paproski's help. He is very kind in that way.

I just want to say that the question is legitimate, but I think that in a sense the question may answer itself over time

[Translation]

d'un nouveau cadre législatif, continuera à montrer la voie et à faire en sorte de concrétiser une société qui soit juste et donne des chances égales à tous les Canadiens, indépendamment de leur race ou de leur ethnie.

Messieurs les membres du Comité, je vous remercie de votre attention.

Le président: Merci, monsieur le ministre. Je suis sûr que mes collègues partagent mon enthousiasme face aux éventuelles retombées positives du discours du trône et à tout ce que vous venez de dire.

Nous allons commencer la période des questions avec M. Paproski.

M. Paproski: Merci, monsieur le président.

Monsieur le ministre, avez-vous mis la dernière main au rapport qui doit recommander au Cabinet la conversion de la direction en un ministère à part entière?

M. Collenette: Il n'existe aucun rapport de ce genre.

M. Paproski: Avez-vous l'intention de faire de cette direction un nouveau ministère?

M. Collenette: C'est une question qui concerne davantage la structure de l'appareil gouvernemental et qui, par conséquent, relève du premier ministre. M. Murta, à moins que ce ne soit M. Lewycky, a déjà posé cette question à la Chambre, il y a quelques semaines, et, si je me souviens bien, le premier ministre lui a répondu que la structure actuelle selon laquelle la Direction du multiculturalisme relevait, sur le plan administratif, du Secrétariat d'État, était tout à fait satisfaisante à son avis, puisqu'elle permettait à ladite direction de s'acquitter au mieux de ses responsabilités. Personnellement, je partage tout à fait cette opinion, et c'est bien sûr quelque chose . . .

M. Paproski: Permettez-moi de vous poser une autre question. Souhaitez-vous que la Direction du multiculturalisme devienne un ministère à part entière?

M. Collenette: J'approuve tout à fait la réponse donnée par le premier ministre à la Chambre, car j'estime qu'il ne serait pas approprié, pour l'instant, d'opérer une telle conversion. En réalité, le mandat de votre Comité concerne les minorités identifiables et non pas la structure du ministère, mais je pense que ce genre de question est malgré tout recevable, même si elle déborde des attributions précises du Comité.

M. Paproski: Si je vous pose cette question, monsieur le ministre . . .

M. Collenette: Excusez-moi, je n'ai pas terminé.

M. Paproski: Avant que vous . . .

M. Kelly: Il interrompt constamment.

Le président: Permettez au ministre de terminer sa réponse. Si vous avez une autre question, je vous laisserai le temps de la poser.

M. Collenette: Je sais gré à M. Paproski de l'aide qu'il est toujours prêt à offrir. C'est très gentil de sa part.

Je voulais simplement vous dire que cette question est tout à fait légitime, mais que sa réponse viendra peut-être avec le

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because what is happening throughout the country is that multiculturalism, which for too long has been regarded as something over there for all of those minorities, is increasingly becoming mainstream. It is my belief that over time most of the cultural and social justice and equity themes that emerge in society will themselves be embraced by the whole concept of multiculturalism. In other words, we are becoming a multicultural society, and I could envisage that this Prime Minister or a Prime Minister in the future might want to consider restructuring the whole cultural apparatus of government, not to absorb multiculturalism, but in effect multiculturalism absorbing everything else.

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In the work we have been doing in the last year, whether it deals with the question of restitution for Japanese Canadians, which involved the Department of Justice, or whether it involves the whole question of the visible minorities and discrimination, we are dealing with an area of fundamental human rights which has an impact on the rest of Secretary of State mandate. We are dealing with culture; we are dealing with areas that impact upon the responsibilities of the Minister of Communications.

It seems to me in my personal view, if we made multiculturalism a full department at this time, we might in a sense go against the tide and tend to ghettoize multiculturalism at a time when multiculturalism in itself is becoming so mainstream that it will in time be the full cultural component or vehicle for government.

Mr. Paproski: Thank you, Mr. Minister. I was going to help you out a little bit, but I see you have answered my question to my satisfaction.

I would like to know a little bit more of what you think is going to happen with the ethnic press and also the ethnic broadcasting. Could you give me a short-term and a long-term view from your aspect of what is going to happen with the ethnic press in this country?

Mr. Collenette: From the nature of the questions, Mr. Chairman, I assume you are permitting a broad discussion of multiculturalism, as we would have if the estimates were before committee, rather than specifically the terms of reference of the committee. But certainly . . .

Mr. Paproski: Well, this is part of the terms of reference. We are very interested in all aspects of multiculturalism, Mr. Minister.

Mr. Collenette: I see. If the Chair allows me, I am certainly pleased to talk about the ethnic press.

The Chairman: Mr. Minister, inasmuch as I have allowed the question, I am certainly going to allow you to respond.

Mr. Collenette: I was just trying to be helpful.

First, if we are talking about the ethnic press, we will have to ask Mr. Paproski to develop his question a little further.

[Traduction]

temps, car le concept du multiculturalisme, qu'on a pendant trop longtemps relégué à toutes ces minorités, fait de plus en plus partie de la société canadienne. Je suis convaincu qu'avec le temps, la plupart des thèmes relatifs à la justice et à l'équité culturelle et sociale s'intégreront harmonieusement dans le concept plus global du multiculturalisme. En d'autres termes, nous sommes en train de devenir une société multiculturelle, et il est fort possible que le premier ministre actuel, ou l'un de ses successeurs, désire restructurer tout l'appareil culturel du gouvernement, non pas pour absorber le multiculturalisme, mais plutôt pour que le multiculturalisme absorbe tout le reste.

Les efforts que nous déployons depuis un an s'inscrivent dans le contexte plus global de la défense des droits fondamentaux de la personne, et ces efforts se traduisent également sur les autres activités du Secrétariat d'État. Il a été notamment question du rétablissement des droits des Canadiens d'origine japonaise, ce qui relevait du ministère de la Justice, ainsi que de tout le problème de la discrimination à l'égard des minorités identifiées. Il s'agit donc essentiellement d'un problème culturel, dont certaines ramifications s'étendent jusqu'aux responsabilités du ministère des Communications.

A mon avis, si nous décidions aujourd'hui de faire de la Direction du multiculturalisme un ministère à part entière, nous risquerions d'aller contre le courant et d'enclaver en quelque sorte le multiculturalisme, au moment même où celui-ci commence à réellement faire partie intégrante de la société canadienne et de la structure gouvernementale.

M. Paproski: Merci, monsieur le ministre. Je voulais simplement vous aider un peu, mais vous avez su répondre à ma question de façon tout à fait satisfaisante.

J'aimerais maintenant savoir ce qui, à votre avis, va advenir des médias ethniques, presse aussi bien que radio-télévision. Pouvez-vous donc me dire comment va évoluer la presse ethnique au Canada, à court terme et à long terme?

M. Collenette: À en juger par la nature de ces questions, j'en conclus, monsieur le président, que vous autorisez aujourd'hui une discussion très générale sur le multiculturalisme, comme ce serait le cas si le Comité avait été saisi des prévisions budgétaires; or, votre Comité a un mandat très précis, mais malgré tout . . .

M. Paproski: En fait, cela fait partie de notre mandat. Nous nous intéressons beaucoup à tous les aspects du multiculturalisme, monsieur le ministre.

M. Collenette: Bien sûr. Si le président me le permet, je suis prêt à vous parler de la presse ethnique.

Le président: Monsieur le ministre, étant donné que j'ai jugé cette question recevable, je vais certainement vous autoriser à y répondre.

M. Collenette: J'essayais simplement de faciliter les choses.

Tout d'abord, si nous voulons parler de presse ethnique, il faudrait que M. Paproski précise un peu plus sa question. En

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There is quite a number of ethnic newspapers across the country, 200 or 250-plus. Most of them conform to the criteria established by my predecessor for the receipt of government advertising.

As a directorate, we have committed ourselves to a full review of the state of the art in terms of ethnic media. When we talk about ethnic media, of course, we are talking not just of newspapers but the growing tendency in society to have radio and television. It is a very exciting development and I think it is something we might want to discuss, whether it is in this committee or another committee, when we bring the Act before Parliament.

As you know, there are multilingual radio stations that exist in the country; there is a multilingual television station in the country, in Toronto. There is an application to have a multilingual television network. There is a pay-TV system in greater Vancouver in the Chinese language, which I understand is the only pay-TV system in the country that actually makes money.

It is an exciting area and one we will be reviewing to see where government policy could be of assistance. But in terms of the licensing and that aspect, that really comes under the auspices of my colleague, Mr. Fox.

Mr. Paproski: I have just one final question, Mr. Chairman. Do you think Jim Fleming did a good job in multiculturalism?

Mr. Collenette: Mr. Chairman, I certainly am on the record... I am not sure that is actually within the terms of reference of the committee, but since we have such a generous chairman, I am on record as saying Jim Fleming did an excellent job as Minister of State for Multiculturalism in the time he was here. He presided over the development of multiculturalism into areas of social justice and equity, and I think he will be long remembered as the person who gave the whole impetus to dealing with the problem of racism and discrimination through the establishment of various conferences and committees, and of course, it was one of his initiatives that acted upon a recommendation from a conference to recommend this committee be established.

Mr. Paproski: I could have one other final question, but...

The Chairman: I think not, inasmuch as you indicated this was the last one, Mr. Paproski. I will put you down for a second round, if you care to. I am certain you will share with me the comment that that was the answer we would have expected of the Minister and it is the expectation we have of him.

Mr. Paproski: Certainly. I just want to know why he was replaced.

[Translation]

effet, il existe plus de 200 ou 250 journaux ethniques au Canada, dont la plupart répondent aux critères établis par mon prédécesseur en ce qui concerne la publication de la publicité gouvernementale.

La Direction du multiculturalisme s'est engagée à réexaminer complètement la situation des médias ethniques, ce qui comprend, bien sûr, non seulement les journaux, mais aussi les émissions de radio et de télévision. C'est un aspect extrêmement intéressant, et je pense que nous aurons certainement l'occasion d'en discuter, que ce soit ici ou dans un autre comité, lorsque nous déposerons la loi devant le Parlement.

Comme vous le savez, il existe plusieurs stations de radio multilingues au Canada et une station de télévision multilingue à Toronto. Une demande a été déposée en vue de la création d'un réseau de télévision multilingue. Il y a également un réseau de télévision à péage en langue chinoise, dans la région métropolitaine de Vancouver, et d'après ce qu'on m'a dit, c'est le seul réseau de télévision à péage qui soit rentable au Canada.

C'est donc un domaine très intéressant, que nous allons réexaminer attentivement, afin de voir si la politique du gouvernement pourrait être améliorée. Toutefois, en ce qui concerne l'octroi des permis, cela relève davantage de mon collègue, M. Fox.

M. Paproski: Permettez-moi de poser une dernière question, monsieur le président. Pensez-vous que Jim Fleming ait été un bon ministre du Multiculturalisme?

M. Collenette: Monsieur le président, j'ai déjà déclaré publiquement... Je ne pense pas que cette question s'inscrive dans le cadre des attributions de votre Comité, mais étant donné que votre président est particulièrement indulgent, je peux vous dire que j'ai déjà affirmé publiquement que Jim Fleming avait fait un excellent travail lorsqu'il était ministre d'État chargé du multiculturalisme. Il a en effet été à l'origine d'un grand nombre de progrès en matière de justice et d'équité sociale, et je suis convaincu qu'on se souviendra encore longtemps de lui comme celui qui a su donner l'élan nécessaire pour s'attaquer véritablement aux problèmes du racisme et de la discrimination raciale, et ce, en organisant différentes conférences et comités. Je n'ai pas, bien sûr, besoin de rappeler que c'est à sa propre initiative, suite à une recommandation d'une conférence, que votre Comité a été constitué.

M. Paproski: J'aimerais poser une autre question, mais...

Le président: Vous nous aviez dit que votre question précédente était votre dernière, monsieur Paproski. Si vous le voulez, je peux vous inscrire pour un second tour. Vous reconnaîtrez avec moi que c'est là la réponse que l'on devait attendre du ministre.

M. Paproski: Bien sûr. Je voulais simplement savoir pourquoi Jim Fleming a été remplacé.

[Texte]

• 1010

Mr. Collenette: Mr. Chairman, I detected in what you said that that was to be expected. I know this is a public meeting, but I am absolutely sincere in what I said.

The Chairman: I recognize that.

Mr. Paproski: We all recognize that, Mr. Chairman.

Mr. Collenette: The reason for Mr. Fleming's not being in the Cabinet and I being in his place are completely irrelevant to the workings of this committee. It is a question that should be addressed to the Prime Minister.

The Chairman: Thank you, Mr. Minister.

Mr. Lewycky.

Mr. Lewycky: Thank you, Mr. Chairman. I would like to follow up a little bit on the questions that Mr. Paproski asked, because some of his questions related to structural changes to multiculturalism. Considering that you are going to be having a new act and that you do not visualize any structural changes being in the act—maybe I am reading this into your statement now—but gauging your response, you do not visualize any structural changes. Is there anything in the act, that you have proposed in the Speech from the Throne, that would indicate any difference from the present policy or is it just a paper backing up the existing policy? What do you visualize in this multiculturalism act, if there are no structural changes?

Mr. Collenette: First of all, Mr. Lewycky, through you, Mr. Chairman, I am of the belief that what is most important in multiculturalism is not really the delivery mechanisms or the structure, but more the substance of our policy and that is why I really have not paid too much attention to the structure.

In terms of the act, this will provide for the first time a legislative base for multiculturalism. As you know, I am a bit of a parliamentary purist through my other work in the House of Commons before I became minister. I feel very strongly that policies of government must have their own independent legislative base. There is a technical legal base for what we have been doing and that is the Secretary of State Act. But I feel, for whatever reason—perhaps it was because of parliamentary scheduling and the exigencies of time, budgets, throne speeches, important bills that come through—that we as Parliament and government never really got around to debating multiculturalism. We accepted the policy, as it was announced by the government, and we built upon it as a consensus, I think, in society, but we never really examined it in full and required that legislative base.

As Professor Tarnopolsky said, before his elevation to the bench, Section 27 really only has the political and moral force. It does not really have the sanction of law as do other sections of the Charter of Rights and Freedoms. I believe if we entrench the multicultural provisions in a statute and it becomes an independent law of its own, that this will give greater impetus to the principle that is conveyed in Section 27, for judicial interpretation, at some point in the future.

[Traduction]

M. Collenette: Monsieur le président, j'ai l'impression que vous sous-entendez que c'était prévu. Je sais que cette audience est publique, mais mes propos sont parfaitement sincères.

Le président: Je le sais.

M. Paproski: Nous le savons tous, monsieur le président.

M. Collenette: La raison pour laquelle M. Fleming n'est plus au conseil des ministres et pour laquelle je l'ai remplacé n'a absolument rien à voir avec les travaux du Comité. La question devrait être posée au premier ministre.

Le président: Merci, monsieur le ministre.

Monsieur Lewycky.

M. Lewycky: Merci, monsieur le président. Je voudrais poursuivre dans la foulée de M. Paproski, car certaines de ses questions portaient sur les changements structurels apportés au multiculturalisme. Comme il y a maintenant une nouvelle loi et que vous ne semblez pas envisager de changements structurels—c'est peut-être une interprétation que je donne à votre déclaration—mais si j'en juge d'après votre réponse, vous n'envisagez pas de tels changements. Y a-t-il quelque chose dans la loi que vous avez proposée dans le discours du trône qui divergerait de la politique actuelle, ou s'agit-il d'un simple bout de papier pour justifier cette politique? Que représente pour vous cette loi sur le multiculturalisme si elle n'apporte aucun changement structurel?

M. Collenette: Tout d'abord, monsieur Lewycky, je crois que ce qu'il y a de plus important pour le multiculturalisme, ce ne sont pas les mécanismes d'application ou les structures, mais bien l'essence même de notre politique, et c'est la raison pour laquelle je n'ai pas accordé beaucoup d'attention à la structure.

Quant à la loi, ce sera la première base législative de la politique du multiculturalisme. Vous savez que je suis un peu un puriste parlementaire à cause de l'autre travail que j'ai accompli à la Chambre des communes avant d'être nommé ministre. Je suis convaincu que les politiques gouvernementales doivent reposer sur des fondements législatifs distincts. Ce que nous avons fait jusqu'à présent découlait de la Loi sur le Secrétariat d'État. Toutefois, pour une raison ou pour une autre—peut-être à cause de l'emploi du temps du Parlement et du manque de temps, des budgets, des discours du trône et d'autres importants projets de loi—le Parlement et le gouvernement ne se sont jamais donné la peine de tenir un débat sur le multiculturalisme. Nous avons accepté la politique annoncée par le gouvernement et nous avons agi à partir du consensus social, sans jamais examiner attentivement la question ni sans jamais exiger de base législative.

Comme l'a dit le professeur Tarnopolsky avant d'être nommé juge, l'article 27 n'a qu'un effet politique et moral. Cette disposition n'a pas véritablement force de loi, comme c'est le cas des autres articles de la Charte des droits et libertés. Je crois que si nous énonçons les dispositions régissant le multiculturalisme dans une loi qui traitera expressément du sujet, le principe exposé dans l'article 27 aura beaucoup plus de poids dans les jugements à l'avenir.

[Text]

In answer to your last point, whether or not we will be announcing new directions in that act, I have an open mind on it, but I look forward to the whole legislative process and suggestions coming from members of the House as to improvements that could be made in other areas that we can go into in multiculturalism. Perhaps it will be based on the work of this committee. I think the value of the legislative process, especially at the committee stage, is for members to suggest improvements to legislation. I am very open.

Mr. Lewycky: In response to some of Mr. Paproski's questions, you seemed to shy away from the term "multiculturalism". I notice in your documents you say that the 1971 response was towards a multicultural nation, now it is towards a harmonious multiracial nation.

I wonder whether you could elaborate on your concept of multiculturalism and whether it does include things like race relations and visible minorities. Or, are you juxtaposing the two? This is not very clear to me, especially based on the response to Mr. Paproski's questions and the feedback we get out there. Maybe you could enlighten me on that.

• 1015

Mr. Collenette: I am sorry I conveyed the impression that I was shying away from the word "multiculturalism". I have used it so much and I find it a tongue-twister—it is very difficult to enunciate it all the time—but I do not like the word "ethnic", because of the pejorative way it has been used over the years. Although the word "ethnic" is a quite legitimate word, if you look in the dictionary, I think it has a pejorative connotation. So, rather than "ethnic" communities, I have always talked about "multicultural" communities. I am saying, in this report, that we have to recognize that not only are we a multicultural society, but there is an important component, now more evident than it has been in the past, although it has been evident, really, for 200 years, and that is that we are an increasingly multiracial society. The visible minorities in Canadian society are not new. We had a black population 200 years ago, which came to the East coast; we have had indentured labour from the East Indies and from the Orient, generally from China, going back to the 19th century; we have had Canadians of Japanese origin for a long time. So it is not something that is new. I think it has been heightened by the changes in the immigration regulations—and then the Act, in 1976—for the past 10 or 15 years, which have seen a larger immigration from Third World countries, from so-called visible minority countries.

Mr. Lewycky: Following up on something that Steve said and also your response about not liking the word "ethnic", we have a Greek member and "ethnic", of course, comes from the Greek root *ethnos*, which means people. So there is a good Greek base for using that word, academically or otherwise.

The Chairman: And not a bad Canadian base, either.

[Translation]

Pour répondre à votre dernière question, quant à savoir si nous allons annoncer de nouvelles politiques dans le projet de loi, je suis ouvert aux suggestions et j'attends celles que proposeront les députés au cours du processus législatif, si elles permettent d'améliorer certains points. Peut-être le projet de loi reposera-t-il sur les conclusions de ce Comité-ci. La valeur du processus législatif, surtout à l'étape du Comité, tient justement au fait que les députés sont libres de proposer des améliorations à la loi. Je serai très ouvert.

M. Lewycky: En réponse à certaines questions de M. Paproski, vous avez semblé préférer ne pas utiliser l'expression «multiculturalisme». Dans vos documents, vous dites qu'en 1971, on a parlé d'une nation multiculturelle, alors que maintenant, on songe plutôt à une nation multiraciale harmonieuse.

Pourriez-vous nous expliquer davantage votre conception du multiculturalisme et nous dire si cela englobe les relations raciales et les minorités visibles; à moins que vous ne juxtaposiez les deux? Je ne trouve pas cela très clair, surtout si j'en juge d'après les réponses aux questions de M. Paproski et les réactions que nous avons pu constater. Vous pourriez peut-être m'éclaircir.

M. Collenette: Je suis désolé de vous avoir donné l'impression que je n'aimais pas utiliser l'expression «multiculturalisme». Je l'ai beaucoup utilisée et je trouve toujours que c'est très difficile à prononcer—un véritable exercice de diction—mais je n'aime pas employer le mot «ethnique», à cause de la connotation péjorative qu'il a acquis au fil des ans. Même si ce mot est parfaitement légitime, suivant la définition du dictionnaire, j'ai l'impression qu'il a une certaine nuance péjorative. Par conséquent, au lieu de parler de collectivités «ethniques», je préfère parler de collectivités «multiculturelles». Dans ce rapport-ci, je dis que nous devons reconnaître l'existence non seulement d'une société multiculturelle, mais aussi d'une composante importante et plus évidente que jamais depuis 200 ans, à savoir une société de plus en plus multiraciale. Les minorités visibles au Canada ne datent pas d'hier. Nous comptons des Noirs depuis 200 ans, lorsqu'ils se sont établis sur la côte est, et nous avons fait venir des travailleurs à contrat des Indes et de l'Orient, en général de la Chine, depuis le 19^e siècle. Il y a également des Canadiens d'origine japonaise depuis longtemps. Il n'y a donc rien de nouveau. Leur nombre a toutefois augmenté à la suite d'une modification des règlements sur l'immigration, puis de l'amendement de la loi en 1976, soit depuis 10 ou 15 ans. Un plus grand nombre d'immigrants des pays du Tiers monde, plus visibles, sont arrivés.

M. Lewycky: Suite à ce qu'a dit Steve, et également comme vous dites ne pas aimer le mot «ethnique», il y a un député grec, et nous savons tous que le mot «ethnique» est de racine grecque, du mot *ethnos*, qui veut dire peuple. Ce mot d'origine grecque peut donc être utilisé autant par les professeurs que par les autres.

Le président: C'est aussi un mot bien canadien.

[Texte]

Mr. Lewycky: Is your kind of dislike for the word the reason why you froze the funds for the Canadian Ethnic Press Federation when you came to office, or . . . ?

Mr. Collette: First of all, Mr. Mitges knows that I have, perhaps, the largest Greek-speaking population in my constituency. So that there is no misunderstanding of what I said, I said that the word "ethnic" is a perfectly legitimate word, but it is my own view that it has become a bit pejorative in its usage—not denigrating the word "ethnic" nor certainly its Greek origin, *ethnos*.

In terms of the last comment, I would ask Mr. Johnson, perhaps, to answer, but, to my knowledge, we have not frozen those funds.

Mr. K. Johnson (Director, Multiculturalism Secretariat): No, they were funded in the same way as they have been in the past.

Mr. Lewycky: Oh. Mr. Collette apparently announced that he was lifting the freeze when he spoke to the Canadian Ethnic Press Federation . . . apparently after some sort of study.

Mr. Collette: No, no, it was not a freeze. When I came in, I asked my officials to hold the commitments on advertising. I wanted to review it, to make sure that it was being done in a way that I felt was consistent with government policy. There had been some concerns expressed by the various ethnic newspapers about government advertising, or the lack of it, or the criteria that Mr. Fleming had established through Cabinet; I just wanted to make sure that I was fully satisfied that we were applying our advertising to the ethnic press in the right way. If the word "freeze" was used there—I am not sure that it was . . . it was that I did put the whole thing on hold and then, after a review, we went ahead with it. I think, if you check with the various ethnic newspapers, they probably have been contacted by the Canadian Media Corporation in the last few weeks for the placement of advertisements. All those papers that meet the criteria established by Cabinet, which are public, I believe, have been contacted.

Mr. Lewycky: With regard to the portrayal of visible minorities in the media, and so forth, how large a circulation has this book, *A Matter of Balance, Visible Minorities in Government Communications*, been receiving, or in what way is it being used? And to what extent is the film that you mentioned in your larger document being used to make people aware of the government's concerns with regard to the portrayal of visible minorities and communications generally?

• 1020

Mr. Collette: As you know, the whole policy of dealing with advertising as it concerns the visible minorities—for government advertising—has been developed over the last year. That booklet that you show right there is hot off the press. It is not widely available, because it really I think just came out last week. We will be circulating this widely throughout the country. It will mainly be used for people in a communications function throughout the country, at universi-

[Traduction]

M. Lewycky: Est-ce parce que vous n'aimez pas ce mot que vous avez gelé les fonds versés à la Fédération canadienne de la presse ethnique lorsque vous avez été nommé, ou . . .

M. Collette: Tout d'abord, M. Mitges sait que je compte dans ma circonscription probablement le plus grand nombre de commettants d'origine grecque. N'allez donc pas mal interpréter ce que j'ai dit. J'ai précisé que le mot «ethnique» était parfaitement légitime, mais qu'à mon avis, il avait pris une connotation un peu péjorative avec l'usage. Je ne veux surtout pas dénigrer le mot même, ni sa racine grecque.

Quant à votre dernière question, je vais demander à M. Johnson de vous répondre, mais, à ma connaissance, nous n'avons pas gelé ces fonds.

M. K. Johnson (directeur, Secrétariat du multiculturalisme): Non, on leur a accordé une subvention, comme par le passé.

M. Lewycky: Oh! Il semble que M. Collette aurait annoncé qu'il suspendait le gel lorsqu'il a parlé à des représentants de la Fédération canadienne de la presse ethnique, après une étude quelconque apparemment.

M. Collette: Non, il n'y a pas eu de gel. Quand j'ai été nommé ministre, j'ai demandé à mes hauts fonctionnaires de retenir tous les contrats de publicité. Je voulais les revoir afin de m'assurer que tout était fait conformément à la politique gouvernementale. J'avais vu dans certains journaux ethniques qu'on se plaignait de la publicité gouvernementale, ou du peu de publicité, ou encore du critère qu'avait établi M. Fleming au Cabinet. Je voulais m'assurer que la publicité était distribuée comme il faut parmi les journaux ethniques. Si j'ai utilisé le mot «gel»—et je n'en suis pas certain . . . je voulais dire par là que j'avais demandé que tout soit retenu, et puis, après examen, nous avons agi. Si vous vérifiez auprès de la plupart des journaux ethniques, vous verrez que la Société canadienne des médias a probablement communiqué avec eux depuis quelques semaines pour de la publicité. Je crois que tous les journaux qui respectent les critères établis par le conseil des ministres, qui sont publics, ont été contactés.

M. Lewycky: Quant à la représentation des minorités visibles dans les médias, quelle a été la distribution du livre intitulé: *Une question d'équilibre, les minorités visibles dans les communications gouvernementales*, ou comment s'en sert-on? Dans quelle mesure le film dont vous parlez dans le document le plus épais sert-il à sensibiliser les gens aux craintes du gouvernement sur la façon dont sont représentées les minorités visibles dans les communications en général?

M. Collette: Comme vous le savez, on a mis au point l'année dernière la politique concernant la publicité pour les minorités visibles, c'est-à-dire la publicité gouvernementale. Cette brochure que vous avez vient tout juste d'être imprimée. On ne la trouve pas encore partout, étant donné qu'elle n'a été publiée que la semaine dernière. Nous allons la distribuer partout au pays. Elle servira surtout aux personnes qui sont dans les communications au Canada, dans les universités ou

[Text]

ties or wherever. But certainly it will be widely available, depending on the funds that we have for our use.

We do have a video tape that we play. You may have seen it. If not, I am sure we can arrange a screening for members of the committee. That also shows how visible minorities are portrayed or are to be portrayed in government advertising.

Mr. Lewycky: Okay, just a final question on funding. I wonder if you could indicate to this committee, since we have a race relations unit being established and also some concern about the way the visible minorities are portrayed in the media and things like that—obviously you have had grants and contributions and special projects which relate to this . . . I wonder if you could indicate, say, taking the last three years or last four years, what percentage of the multiculturalism budget—maybe giving some sort of breakdown percentage-wise of the multiculturalism budget that is being devoted to addressing this particular concern or policy direction of the department; and even if there could be more of a breakdown in terms of, say, the grants and contributions to special projects . . .

Mr. Collette: I am sure we can get the breakdown for you; we can make it available for you. This year I think we are looking at about 12% of the resources, and next year it will move to 15%. That deals with the whole area of visible minorities. So that is a pretty large component of the directorate's work, given the fact that the movement into this area has been relatively recent in the last couple of years, and also given the fact that we have funded well over 5,000, I believe, groups in areas of heritage retention, cultural retention, heritage language, programs which have an ongoing need for funds. So I think it is a pretty substantial commitment of our resources, and it is growing.

In dollar terms I think we are looking at, in next year's budget, around \$23 million. So 15% of that would be in the \$2 million to \$3 million bracket.

Mr. Lewycky: Thank you, Mr. Chairman.

The Chairman: Thank you, Mr. Lewycky, Mr. Minister.

Mr. Paproski: What is the total budget for multiculturalism?

Mr. Collette: Mr. Chairman, I wonder if I could, because Mr. Paproski's interjection is a very good one, and I just do not want people to misunderstand . . .

While Multiculturalism Canada has a budget of around \$23 million, we should also recognize that there are programs that come under the auspices of my colleague Serge Joyal, and John Roberts, of Employment and Immigration, which in a sense have a multicultural component. I am thinking of the whole area of immigration settlement and citizenship. So the dollar terms in the federal government's expenditure on multiculturalism are more significant than the \$23 million. Then if you combine this with the provincial spending, which is somewhat uneven, though most of the major provinces in the

[Translation]

ailleurs. Elle sera offerte un peu partout, si on a les fonds nécessaires pour le faire.

Nous disposons également d'une bande magnétoscopique, vous l'avez peut-être vue. Sinon, je suis certain que nous pourrions la montrer aux membres du comité. On y voit également comment les minorités visibles sont dépeintes ou seront dépeintes dans la publicité gouvernementale.

M. Lewycky: Bien; j'aimerais poser une dernière question concernant le financement. Étant donné que nous tentons de créer une unité de relations interraciales et qu'on s'inquiète un peu de la façon dont les minorités visibles sont dépeintes dans les médias d'information, par exemple—on a eu évidemment des subventions, des contributions, des projets spéciaux à ce sujet—je me demande si vous pourriez dire aux membres du comité quel pourcentage du budget du multiculturalisme, au cours des trois ou quatre dernières années, a servi—vous pouvez nous donner une ventilation de ce pourcentage—à répondre à cette préoccupation ou à se conformer à l'orientation de la politique du ministère; si vous pouviez nous donner une ventilation des subventions et des contributions pour les projets spéciaux . . .

M. Collette: Je suis sûr que nous pouvons vous obtenir cette ventilation; nous allons vous la fournir. Le pourcentage pour cette année est d'environ 12 p. 100 des ressources; l'an prochain, il sera de 15 p. 100. Il s'agit toujours du pourcentage touchant les minorités visibles. Par conséquent, il s'agit d'une partie assez importante du travail de la direction, si l'on tient compte du fait que les efforts dans ce sens sont relativement récents—ils datent de deux ou trois ans—et que nous avons financé plus de 5,000 groupes, je crois, dans les domaines de la conservation du patrimoine, de la culture, de la langue, pour des programmes où il faut toujours des fonds. Il s'agit donc d'un engagement assez important de nos ressources, d'une participation qui ne fait que s'accroître.

Nous prévoyons dans le budget de l'an prochain quelque 23 millions de dollars. Si on prend 15 p. 100 de cette somme, on obtient 2 ou 3 millions de dollars.

M. Lewycky: Merci, monsieur le président.

Le président: Je vous remercie, monsieur Lewycky, monsieur le ministre.

M. Paproski: Quel est le budget global pour le multiculturalisme?

M. Collette: Monsieur le président, l'intervention de M. Paproski est très intéressante, et pour qu'il n'y ait pas de malentendu, je me demande si je ne pourrais pas . . .

Bien que Multiculturalisme Canada ait un budget de 23 millions de dollars, nous devons quand même savoir que certains programmes relèvent de mon collègue, Serge Joyal, et de John Roberts, à Emploi et Immigration, dont les ministères, jusqu'à un certain point, renferment une composante multiculturelle. Je pense par exemple à tout ce domaine de l'établissement des immigrants et de la citoyenneté. Par conséquent, les dépenses du gouvernement fédéral sur le plan du multiculturalisme dépassent de beaucoup les 23 millions de dollars. Si on ajoute les dépenses des gouvernements provinciaux, qui sont

[Texte]

country do have multicultural-type programs, I think we are spending quite a lot, generally.

The Chairman: Thank you.

Mr. McCauley.

Mr. McCauley: Mr. Minister, I want to draw your attention to a 1971 statement of the Prime Minister in the House of Commons, in which he said:

We believe that cultural pluralism is the very essence of Canadian identity. Every ethnic group has the right to preserve and develop its own culture and values within the Canadian context.

To say we have two official languages is not to say we have two official cultures, and no particular culture is more official than another. A policy on multiculturalism must be a policy for all Canadians.

• 1025

It seems to us in the committee, after our hearings, that despite that statement there is a pervasive feeling throughout the country that there are two official languages and there are two official cultures only. We are struggling with the whole idea of two founding nations, which is an exclusive term rather than an inclusive term; in fact, an offensive term to our native population, obviously.

Have you given any thought to the need for a new declaration as to what Canada is all about today, and if so, what would that declaration contain?

Mr. Collette: This is really a much larger question than I have the responsibility and authority to answer, because I believe it really would require a full decision, not only of Cabinet but a full debate in the House of Commons.

But in a sense, we had that debate during the constitutional discussions, and I think what you said is true, that some groups in the country, especially our native population, felt offended by the notion of two founding nations. That is why, in the constitutional discussions and the accord, specific aspects were geared to the recognition of the official status of our native cultures.

An amendment has just gone through the Senate, I believe, which deals with that, and there is ongoing discussion. Then of course, there is the report that has just come out by our colleague, Keith Penner, which has an impact on this whole area. So it is really an ongoing kind of discussion. It is not something I could answer definitively, but it is something I certainly would have some views on.

But as far as I am concerned, we do not have two official cultures in this country. We have two official languages which now have been entrenched—and I guess always were, as far as I was concerned—in the British North America Act and re-entrenched, if you will, by the Canada Constitution Act of

[Traduction]

quelque peu inégales, quoique la plupart des provinces importantes, au pays, aient des programmes touchant le multiculturalisme, je crois donc que nous dépensons beaucoup plus, de façon générale.

Le président: Je vous remercie.

Monsieur McCauley.

M. McCauley: Monsieur le ministre, je veux porter à votre attention la déclaration que le premier ministre a faite à la Chambre des communes en 1971. Il disait, et je cite:

Nous croyons que le pluralisme culturel est l'essence même de l'identité canadienne. Chaque groupe ethnique a le droit de conserver et de développer sa propre culture et ses valeurs dans le contexte canadien.

Le fait de dire que nous avons deux langues officielles ne veut pas vraiment dire que nous avons deux cultures officielles, et aucune culture n'est pas plus officielle qu'une autre. Une politique concernant le multiculturalisme doit être une politique pour tous les Canadiens.

Après les audiences que nous avons tenues, il nous semble qu'en dépit de cette déclaration, on ait un peu partout au pays le sentiment qu'il y ait deux langues officielles et deux cultures officielles seulement. Nous nous efforçons de comprendre ce concept des deux nations fondatrices, expression exclusive plutôt qu'inclusive. De fait, elle blesse évidemment notre population autochtone.

Avez-vous jamais songé qu'il faudrait une nouvelle déclaration sur ce qu'est le Canada aujourd'hui, et dans l'affirmative, que contiendrait cette déclaration?

M. Collette: C'est une question qui va au-delà de ma responsabilité et de mon autorité, et je ne saurais y répondre, car elle exige une décision non seulement du Cabinet, mais un débat exhaustif à la Chambre des communes.

Jusqu'à un certain point, nous avons eu ce genre de débat pendant les discussions constitutionnelles, et ce que vous nous dites est vrai; certains groupes au pays, particulièrement notre population autochtone, ont été choqués par ce concept des deux nations fondatrices. C'est la raison pour laquelle, lors des discussions constitutionnelles et lors de l'accord, certains aspects de la question visaient à reconnaître le statut officiel de nos cultures autochtones.

Je crois que l'on vient de présenter un amendement au Sénat qui traite justement de la question, et le débat se poursuit. Le rapport que vient de présenter notre collègue, Keith Penner, a des répercussions sur toute cette question. Donc le débat se poursuit. Je ne peux pas vraiment répondre de façon définitive, mais c'est une question sur laquelle j'aurais des choses à dire.

Je crois personnellement que nous n'avons pas deux cultures officielles au pays. Nous avons deux langues officielles qui sont maintenant enchâssées. Elles l'étaient déjà, quant à moi, dans la Loi sur l'Amérique du Nord britannique, et elles ont été de nouveau enchâssées, si vous le voulez, par la Loi sur la Constitution du Canada de 1982. Nous ne devons pas craindre,

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1982. So I do not think there should be any fear that there will be any diminution of the two official languages in the country.

But as for the question of official cultures, there is no official culture. I guess what I have been saying—I said it earlier in answer to Mr. Paproski—is that I believe we are fast evolving to that time when we can say . . . in fact, we are there, and in fact, more people are recognizing it—Canada is a multicultural nation, that no one culture has more rights or more benefits than another.

Mr. McCauley: If we are there, why do we not say it?

Mr. Collenette: Well, I said it earlier in answer to Mr. Paproski, and especially when you go to western Canada, it is more in evidence. If you go to a province like Saskatchewan, 50% or more of the people are of non-English or of French origin. The Northwest Territories, Manitoba and Alberta are pretty close to that now, I would think. Around 50% of the people in Metropolitan Toronto, including myself, were born outside the country, so Toronto is very much a multicultural community.

Mr. McCauley: I think you are right, but is there not some value in putting that down on paper? Is there not some value in having a declaration which encompasses what you have said?

Mr. Collenette: Mr. Chairman, I think this is something that should legitimately be raised when we bring the Act into Parliament in the new year. I think it is something all members would like to reflect upon.

Mr. McCauley: Thank you. What about funding to grass-roots organizations versus national organizations? We have heard a lot on the West coast about grass-roots organizations that are working closely with groups that are having a difficult time in terms of funding, and we discussed the principle that there is not a bottomless pit of funds out there.

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Would you be sympathetic to redirecting funds from national organizations that tend to spend most of the time meeting and discussing abstract principles as opposed to grass-roots organizations that are working directly with immigrant groups that are working directly with visible minority groups in their communities?

Mr. Collenette: We do fund national organizations, but only those that have a legitimate grass-roots base. We shy away from funding solely self-anointed national organizations unless they have some legitimacy at the local level.

Mr. McCauley: But there are grass roots and there are grass roots.

Mr. Collenette: Well, you would have to be, I suppose, specific. If you look at the Ukrainian community, which is very active in the whole area of multiculturalism, we fund the

[Translation]

à mon avis, qu'il y ait affaiblissement des deux langues officielles au pays.

Pour ce qui est des cultures officielles, il n'y en a pas. Voici ce que je veux dire, et je l'ai mentionné plus tôt en réponse à une question de M. Paproski: nous nous acheminons très rapidement vers le jour où nous pourrions dire—en réalité, nous y sommes, de plus en plus de gens le reconnaissent—que le Canada est une nation multiculturelle, qu'aucune culture n'a plus de droits ou d'avantages qu'une autre.

Mr. McCauley: Si nous y sommes, pourquoi ne le disons-nous pas?

Mr. Collenette: Eh bien, je l'ai dit plus tôt en réponse à une question soulevée par M. Paproski, et c'est certainement plus évident encore lorsque l'on se rend dans l'Ouest du Canada. Si l'on va en Saskatchewan par exemple, 50 p. 100 de la population n'est d'origine ni anglaise ni française. C'est à peu près la même chose maintenant pour les Territoires du Nord-Ouest, le Manitoba et l'Alberta. Près de 50 p. 100 de la population du Toronto métropolitain, moi-même y compris, a vu le jour à l'extérieur du pays, par conséquent Toronto est certainement une communauté multiculturelle.

Mr. McCauley: Je crois que vous avez raison, mais ne faudrait-il pas l'écrire sur papier? Ne vaudrait-il pas mieux en faire une déclaration dans le sens de ce que vous venez de dire?

Mr. Collenette: Monsieur le président, c'est une question que l'on pourra légitimement soulever lorsqu'elle va se présenter au Parlement au cours de la nouvelle année. Tous les membres devraient y réfléchir.

Mr. McCauley: Merci. Qu'en est-il du financement des organisations de la base par opposition aux organisations nationales? Nous avons beaucoup entendu parler sur la côte ouest des organisations locales qui travaillent en collaboration étroite avec des groupes qui ont beaucoup de difficultés à obtenir du financement, mais nous reconnaissons que les fonds ne sont pas illimités.

Seriez-vous favorable à l'idée de réorienter les fonds que reçoivent les organismes nationaux qui ont tendance à consacrer la grande partie de leur temps à se réunir et à discuter de principes abstraits aux organismes locaux qui travaillent directement avec les groupes d'immigrants, qui travaillent directement avec les minorités visibles au sein de leurs communautés?

Mr. Collenette: Nous finançons des organismes nationaux, mais uniquement ceux légitimement représentés à la base. Nous évitons de financer des organismes nationaux uniquement parce qu'ils se prétendent tels à moins qu'ils ne jouissent d'une certaine reconnaissance au niveau local.

Mr. McCauley: Mais il y a base et base.

Mr. Collenette: Je suppose qu'il faut être précis. Si l'on regarde la communauté ukrainienne, laquelle est très active dans tout le secteur du multiculturalisme, nous finançons

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national organization and we have funded some of the provincial associations, Manitoba in particular. That organization was instrumental in getting itself involved with support of the question of French language rights in Manitoba, and we thought that was a very good, responsible move on the part of that particular community, with other communities, and there was funding for both the national and the provincial organizations.

Mr. McCauley: Are you prepared to look at some principles with regard to funding vis-à-vis . . . ? I recognize that you have principles now, but what I am getting at is a group that comes to you for funding that has a store-front in Vancouver that is dealing with the problems of visible minorities vis-à-vis employment, language training, that kind of thing, as opposed to national organizations that are not working on that very direct, human level.

Mr. Collenette: First of all, we do have guidelines for contributions made by the federal government to all organizations. We could make those public if you would like to have a look at them. In a sense, there are different sides of the multicultural pot. Different criteria are applied to national organizations as opposed to local organizations, but there certainly is no bias one way or the other.

If we look at, for example, some organizations like the Canadian Jewish Congress, they get funding at the national level, but that does not preclude local organizations getting funding or at least local projects from being funded. But they are looked at under two different sets of criteria.

In terms of increased funding for especially local groups, we are trying to piece together with Employment and Immigration and Secretary of State all of the delivery mechanism to new Canadians, people recently arrived. That involves the provinces, too. We would like perhaps more funds to go into that kind of settlement component.

The Chairman: Thank you, Mr. McCauley.

Mr. Mitges.

Mr. Mitges: Thank you.

You referred earlier to the term "ethnic", and I agree with you that it is not a very acceptable term across the country. I have found in my travels another word, "ethno-cultural", which I have found most acceptable.

Mr. Collenette: Yes.

Mr. Mitges: Perhaps if we could refer to people as ethnocultural it might be an improvement.

Mr. Collenette: Yes, I agree.

Mr. Mitges: You mentioned the fact that you would be introducing a multiculturalism act in the new year. Do you plan any consultative mechanism with knowledgeable groups across the country before drafting the legislation?

[Traduction]

l'organisme national et nous avons financé certaines associations provinciales, surtout au Manitoba. Cet organisme a donné son appui à la question des droits du français au Manitoba, et nous avons pensé que cette communauté particulière, de concert avec d'autres, agissait là d'une façon appropriée et responsable, et nous avons financé et l'organisme national et les associations provinciales.

M. McCauley: Êtes-vous disposé à étudier certains principes de financement vis-à-vis . . . ? J'admets que vous agissiez en fonction de certains principes actuellement, mais j'aimerais savoir quel est le sort d'un groupe qui vient vous demander du financement, un groupe qui a boutique à Vancouver où on s'occupe des problèmes des minorités visibles, en matière d'emploi, de formation linguistique, etc., par opposition à des organismes nationaux qui ne travaillent pas à ce niveau très direct, très humain.

M. Collenette: Tout d'abord, il y a des directives qui régissent les contributions du gouvernement fédéral à tous les organismes. Nous pouvons les divulguer si vous souhaitez les examiner. D'une certaine façon, il y a plusieurs aspects au multiculturalisme. On applique des critères différents aux organismes nationaux et aux organismes locaux, mais il n'y a certainement aucun parti pris en faveur de l'un ou de l'autre.

Si nous regardons, par exemple, certains organismes comme le Congrès juif canadien, nous le finançons au niveau national, mais cela n'empêche pas des organismes locaux d'obtenir du financement, ou tout au moins le financement de projets locaux. Toutefois, les demandes sont examinées en fonction de deux jeux différents de critères.

Quant à une augmentation du financement destiné surtout aux groupes locaux, nous tentons de réunir, en collaboration avec le ministère de l'Emploi et de l'Immigration et le Secrétariat d'État, tous les mécanismes de prestations de services aux nouveaux Canadiens, à ceux qui sont récemment arrivés. Les provinces sont également de la partie. Nous aimerions peut-être voir plus de crédit consacré à cette composante, l'établissement des immigrants.

Le président: Merci, monsieur McCauley.

Monsieur Mitges.

M. Mitges: Merci.

Vous avez mentionné plus tôt l'expression «ethnique», et je reconnais avec vous que cette expression n'est pas très acceptable partout au pays. J'ai rencontré au cours de mes voyages une autre expression, «ethnoculturel», que je trouve des plus acceptables.

M. Collenette: Oui.

M. Mitges: Peut-être que si nous parlions des gens comme étant ethnoculturels, cela serait une amélioration.

M. Collenette: Oui, je suis d'accord.

M. Mitges: Vous avez mentionné le fait que vous allez mettre en place une loi sur le multiculturalisme dans la nouvelle année. Avez-vous l'intention de consulter les groupes

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Mr. Collenette: I think we should start in a very modest way of just presenting the framework to Parliament. I would see that the appropriate time for consultation to build upon that would be at the committee stage, where groups could submit briefs or come to the committee.

Mr. Mitges: You are going to have that mechanism?

• 1035

Mr. Collenette: That is really outside my control, but I would hope that the members and the committee chairman, whatever committee—is it the Communications committee which would have it?—would make the discussions at the committee level as open as possible. Just in the same way as when you bring the Bank Act in, you have all the banking organizations, financial organizations, who not only write and submit briefs but appear before the committee. I would hope that happens in this case.

In my mind there is nothing that has been precluded in terms of the act, in terms of policy area, as opposed to structural area which we were discussing earlier. I have an open mind on all of that.

Mr. Mitges: Maybe you have partially answered this question, but during our travels several groups across the country did commend the work of the directorate, but at the same time they called attention to the inability of staff to respond to their needs because of lack of time, because of lack of resources—both. Do you have any comment on this, and how could this be rectified?

Mr. Collenette: I think in some cases those complaints are legitimate. Multiculturalism was announced in 1971 as a legitimate kind of initiative to address a particular need in society. But in a sense this is like the whole communications field, the actuality in the country is moving ahead of legislators and government. As I mentioned earlier, we are becoming a much more multicultural nation. The demands to support that multiculturalism are increasing and we are trying hard to keep up.

Under my predecessor the funding was increased by close to 300% in a period of three years. In the area of heritage language training, we increased it 400%.

I have to compete for dollars with all the big players at social development, whether it is people who want money for old age pensions or that kind of thing, so, you know, I would be helped in addressing this problem to have the support of members who would raise this when the estimates are under discussion, and certainly through the discussions in the House on the new act.

Mr. Mitges: I just have one more question.

[Translation]

bien renseignés à ce sujet à travers le pays avant de rédiger cette loi?

M. Collenette: Je crois que nous devons commencer d'une façon très modeste en présentant tout simplement la structure au Parlement. Ce serait alors le moment approprié de tenir des consultations à l'étape du comité, afin que les groupes puissent présenter des mémoires ou comparaître devant le comité.

M. Mitges: C'est le mécanisme que vous allez adopter?

M. Collenette: Cela ne relève vraiment pas de ma compétence, mais j'ose espérer que les membres du comité et le président du comité, quel que soit le comité—ce serait le comité des Communications n'est-ce pas?—tiendront des discussions aussi ouvertes que possible en comité, de la même façon que lorsqu'on étudie la Loi sur les banques, les organismes bancaires, les institutions financières, non seulement rédige et présentent des mémoires, mais comparaissent devant le comité. J'ose espérer que c'est ce qui se produira dans ce cas.

Dans mon esprit, rien n'est exclu en ce qui concerne la loi, en ce qui concerne les politiques, par opposition à la structure dont nous parlions plus tôt. Je garde l'esprit ouvert sur toutes ces questions.

M. Mitges: Peut-être avez-vous en partie répondu à cette question, mais au cours de nos voyages, plusieurs groupes à travers le pays ont félicité la Direction générale pour son travail, tout en attirant notre attention sur l'incapacité du personnel de répondre à leurs besoins à cause d'un manque de temps, d'un manque de ressources, des deux. Avez-vous des remarques à ce sujet et avez-vous une idée de la façon de remédier à cette situation?

M. Collenette: Je crois que, dans certains cas, ces plaintes sont légitimes. Nous avons proclamé le multiculturalisme en 1971 comme initiative légitime afin de répondre à un besoin particulier de la société. Néanmoins, d'une certaine façon, c'est comme tout le secteur des communications, la réalité est en avance sur les législateurs et le gouvernement. Comme je l'ai mentionné plus tôt, nous devenons une nation beaucoup plus multiculturelle. Les demandes d'appui à ce multiculturalisme augmentent, et nous essayons de suivre.

Sous le règne de mon prédécesseur, le financement a augmenté de près de 300 p. 100 au cours de trois ans. Nous avons également augmenté le financement de 400 p. 100 pour la formation linguistique autre que le français et l'anglais.

Je dois faire concurrence à tous les autres grands participants au développement social pour de l'argent, qu'il s'agisse de ceux qui veulent de l'argent pour les pensions de sécurité de la vieillesse ou ce genre de choses, et donc, cela m'aiderait à faire face à ce problème si les députés m'appuyaient en soulevant cette question lors de l'étude des prévisions budgétaires et, très certainement, lors des discussions à la Chambre sur la nouvelle loi.

M. Mitges: J'ai encore une autre question.

[Texte]

The Chairman: Mr. Mitges, before you leave that area, you asked the minister whether or not he would be assisted in his competition with "the players" by pursuing the initial question of Mr. Paproski and putting directly to him whether or not he would be assisted by being a full minister representing a ministry at that competition as opposed to a minister of state.

Mr. Collette: No, because there is no inner and outer Cabinet kind of system. You know, when we sit at the Cabinet table, the fact that I am a minister of state, I get paid the same salary as the Minister of Finance, we have an equal voice. Whether or not people listen to us equally is another matter. But the point is that the ministers of state are not sort of relegated to the end of the table whereby they only speak under extreme circumstances; we are full players at the Cabinet level. So the structure really will not address that. It is a question of just making my colleagues aware of the needs.

It happened before I went into Cabinet, but I think this present government has been very sensitive to the growing demand for extra multicultural resources—as I have just pointed out with the increases. I cannot go into details, but I have been to Cabinet committee with a number of multicultural-related initiatives and I have received pretty good support. I think there is a feeling there that multiculturalism is of growing importance.

The Chairman: Mr. Minister, you will understand that the perception that has been delivered to this committee and the perception that appears to be a reality among the visible minority community is that there is a certain amount of clout—if I can use that term—that is attendant upon a minister with a ministry but that that clout does not attend upon a minister who is a minister of state. And that is not meant to suggest that a minister and a minister of state have a difference in terms of their participation at Cabinet table, but it is a question of the clout that is built up by having the support system and the support team behind them in terms of a full ministry versus a directorate. I do not say that to challenge in any way what you have just put on the table, and I think what you have indicated to us will be helpful in terms of perception, but I wish only to repeat in a reporting context this committee I think would be failing to do if we did not indicate that that certainly has been a perception we found in our travels.

Mr. Collette: Well, the very passage of an act itself will, I think, give heightened importance to the whole area of multiculturalism. As a new minister I went to Cabinet and asked for the promise of an act to be included in the Throne Speech. That idea first surfaced in 1972. I do not want to pat myself on the back; all I am saying is that it was possible for me, as a so-called minister of state, to get Cabinet to accept this innovative idea and it did not matter what structure I had. Sure, I share the deputy minister with Mr. Joyal, but I have

[Traduction]

Le président: Monsieur Mitges, avant que vous ne passiez à autre chose, vous avez demandé au ministre si cela l'aiderait ou non dans sa concurrence avec «les autres participants» et j'aimerais reprendre la question initiale de M. Paproski et lui demander directement si cela l'aiderait ou non d'être un ministre à part entière représentant un ministère dans cette compétition, plutôt qu'un ministre d'État.

M. Collette: Non, car il n'y a aucun système de cabinet restreint. Vous savez, lorsque nous sommes assis à la table du Cabinet, même si je suis ministre d'État, je reçois la même rémunération que le ministre des Finances, et nous jouissons d'une voix égale. Quant à savoir si des gens nous écoutent ou non de la même façon, voilà autre chose. Toutefois, le fait est que les ministres d'État ne sont pas plus ou moins relégués à bout de la table où ils n'ont le droit d'adresser la parole que dans des circonstances extrêmes; nous sommes des joueurs à part entière au niveau du Cabinet. Donc, la structure n'y changerait rien. Il s'agit simplement de faire connaître les besoins à mes collègues.

Cela date d'avant mon entrée au Cabinet, mais je crois que le gouvernement actuel est très sensible à la demande croissante pour des ressources supplémentaires pour le multiculturalisme—comme je viens de le souligner avec ces augmentations. Je ne peux entrer dans les détails, mais j'ai présenté au comité du Cabinet plusieurs initiatives liées au multiculturalisme, et j'ai obtenu un appui assez solide. Je crois que les gens se rendent compte que le multiculturalisme prend une importance croissante.

Le président: Monsieur le ministre, vous comprendrez que la perception qu'a le présent Comité et la perception qui semble exister parmi la communauté des minorités visibles, c'est qu'un ministre qui a un ministère a un certain poids—si je puis m'exprimer ainsi—mais qu'un ministre qui est ministre d'État n'a pas ce poids. Je ne veux pas dire par là qu'un ministre et un ministre d'État sont différents dans leur participation à la table du Cabinet, mais il s'agit du poids qu'on acquiert en ayant tout un régime d'appuis et toute une équipe de soutien derrière soi lorsque l'on a un ministère complet plutôt qu'une direction générale. Je ne dis pas cela pour remettre en question ce que vous venez de présenter, au contraire, je pense que ce que vous venez de nous dire nous sera utile sur le plan de la perception, mais je tiens à répéter que le Comité se doit absolument de mentionner dans son rapport que c'est un point de vue qu'il a entendu durant ses voyages.

M. Collette: L'adoption de la loi comme telle fera ressortir encore plus, je pense, l'importance de toute la question du multiculturalisme. À titre de nouveau ministre, j'ai demandé au cabinet de s'engager à inclure une loi dans le discours du Trône. Cette idée a pris naissance en 1972. Je ne veux pas me vanter, tout ce que je dis, c'est qu'il m'a été possible, en tant que ministre d'État, de faire accepter cette idée innovatrice par le cabinet, et que la structure permettant d'y arriver importait peu. Il est vrai que je partage le sous-

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found no problems in getting all the support that is necessary. Certainly in that case I found no difficulty in getting the support to go to Cabinet and argue my case, and it was accepted.

The Chairman: Thank you, Mr. Minister.

Thank you, Mr. Mitges, for allowing me that intervention. You had a final question.

Mr. Mitges: One more final question.

Also across the country, several groups have emphasized that education can solve many of the problems encountered by visible minorities. I think you did share with us some of the scope of the educational section in your brief this morning, but what about the ability of influencing the provinces in this respect?

Mr. Collette: I agree with you that perhaps the most lasting way to change attitudes and values in society is through the education system, the whole process. Perhaps in discussing this I should perhaps draw a parallel with the whole question of the Official Languages Act.

If we say as a society that education is the answer, you are talking about a long-term kind of proposition—10, 15 years, as the kids come through the school system... though I would argue that the schools now are starting to be more sensitive to the whole area of the visible minorities and their participation in Canadian society. And that is why, because it is a long-term process and because the problem is with us now, we need affirmative action type of programs, the reason that the federal government is becoming so concerned in this area.

Let us go back to the Official Languages Act. You know, there were those who argued in the House of Commons in 1968 that the way to achieve a bilingual society was through the education system. It is the same kind of process; we do not have the direct jurisdiction over education. But there were others who argued that you had to live with the problem now, that there was a growing need now and the Official Languages Act was passed by Parliament, and it had a bit of an unsettling influence in the public service. But the net effect of that was to increase the bilingual opportunity in the public service; in other words, address the immediate problem. In the long run what it has done is it has encouraged French language immersion at the school level right across the country from west to east. So there is a growing demand and the realization that you have to be conversant in both languages if you really wanted to aspire to a public service career and go right to the top.

I want to relate that to multiculturalism. We can say, like those people did in 1968, let us leave it to the education system and we can do it on a gradual basis. But the visible minorities in Canada and the situation cannot wait for that kind of thing. That is why we have to be more active, as we have been doing, and this committee I hope will be telling us ways we can improve the method by which visible minorities can feel more comfortable in Canadian society.

[Translation]

ministre avec M. Joyal, mais je n'ai pas de difficulté à obtenir l'appui qu'il me faut. J'ai certainement eu, dans ce cas-ci, tout l'appui voulu pour faire accepter mon idée par le cabinet.

Le président: Merci, monsieur le ministre.

Merci, monsieur Mitges, de m'avoir permis d'intervenir. Vous aviez une dernière question.

M. Mitges: Une dernière dernière question.

Plusieurs groupes de toutes les régions du pays ont fait valoir que l'éducation pouvait résoudre de nombreux problèmes auxquels se heurtent les minorités visibles. Je pense que vous avez abordé certains aspects de la question de l'éducation dans votre mémoire ce matin, mais comment peut-on influencer les provinces sous ce rapport?

M. Collette: Je suis d'accord avec vous que la façon la plus durable de changer les attitudes et les valeurs de la société, c'est de passer par le système d'éducation. Je devrais peut-être établir un parallèle entre cela et la Loi sur les langues officielles.

Si on dit que la solution réside dans l'éducation, c'est un processus de longue haleine, c'est-à-dire 10 ou 15 ans avant que les jeunes passent par le système scolaire, mais je dirais que les écoles sont déjà plus sensibles à toute la question des minorités visibles et de leur participation à la société canadienne. Et c'est pourquoi, comme il s'agit d'un processus de longue haleine et comme le problème est réel, nous avons besoin de programmes d'action positive, et c'est la raison pour laquelle le gouvernement fédéral s'intéresse à ce point à toute cette question.

Revenons à la Loi sur les langues officielles. Vous savez, certains disaient à la Chambre des communes, en 1968, qu'on ne pouvait atteindre à une société bilingue que par le système d'éducation. C'est la même chose ici; l'éducation ne relève pas directement de notre compétence. Mais il y en avait d'autres qui disaient qu'il fallait faire face au problème dans l'immédiat, que le besoin s'accroissait et, en conséquence, la Loi sur les langues officielles fut adoptée par le Parlement, et ce, non sans provoquer un certain malaise dans la Fonction publique. Mais tout cela eut pour effet de favoriser le bilinguisme dans la Fonction publique, autrement dit, de faire face au problème immédiat. À la longue, cela a favorisé l'établissement de programmes d'immersion française dans les écoles d'une extrémité à l'autre du pays. On s'est rendu compte qu'il fallait maîtriser les deux langues pour réussir dans la Fonction publique et atteindre les échelons supérieurs.

Je voudrais rattacher cela au multiculturalisme. On pourrait dire, comme certains le proposaient en 1968, laisser cela au système d'éducation et avancer graduellement. Mais les minorités visibles du Canada et la situation ne peuvent attendre. C'est pourquoi il faut des programmes plus actifs comme nous en avons établi, et j'espère que le Comité nous proposera des façons d'améliorer l'intégration des minorités visibles dans la société canadienne.

[Texte]

So the two things will complement each other. In the long run we will have more racial harmony being reflected through the education system, but in the short term we can say to those in the visible minorities: Yes, you are represented in Canadian institutions; you do have access to the public service; there are affirmative action programs in these areas.

The Chairman: Thank you. Mr. Kelly followed by Mr. Murta.

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Mr. Kelly: Mr. Minister, on page 2 you say life for people in the visible minority communities in Canada is grim, and I am not too sure many Canadians would agree with you. Second, I am not too sure there is enough statistical evidence to support a statement like that. Could you elaborate on that?

Mr. Collenette: Could you point it out exactly?

Mr. Kelly: It is on page 2 of the brief presented on your behalf to this committee.

Mr. Collenette: On what line?

Mr. Kelly: The second line.

Mr. Collenette: Oh, the grimness.

Mr. Kelly: Yes.

Mr. Collenette: I am saying the committee has heard from specific communities and individuals about the grimness of their situation. The grimness, the descriptive term, is coming from those communities and not from me.

Mr. Kelly: Do you agree?

Mr. Collenette: I believe there is an element of truth to that. If you look around the table, we are all white Canadians, and I do not think any of us can really understand... I am talking about the members of the committee.

Mr. Paproski: Speak for yourself.

Mr. Collenette: All right, the members of the committee. I do not think the members here can really understand the full problem of being a member of the visible minorities in this country. While I do not want to exacerbate the problem—and I am not strident in saying racism is blowing across the country—I do recognize that there are legitimate problems faced by the members of the visible minorities in this country. To many of them, their situation is indeed grim, and the fact that they express that grimness at this committee is something we all have to take note of.

Mr. Paproski: On a point of order, Mr. Chairman, I am going to say this again to you: I think you should just make your statements according to what you think; that is fine. But there are people right here on this committee who have gone through a hell of a lot, before they became Members of Parliament, when they arrived here in this country. You talk about grimness; I do not think you are really aware, if you are speaking for yourself, what some of us had to go through in

[Traduction]

Alors, les deux choses iront de pair. À la longue, le système d'éducation reflétera une plus grande harmonie raciale, mais à court terme, on pourrait dire aux minorités visibles qu'elles sont représentées au sein des institutions canadiennes, qu'elles ont accès à la Fonction publique, et qu'il existe des programmes d'action positive pour faciliter leur intégration.

Le président: Merci. M. Kelly, suivi de M. Murta.

M. Kelly: Monsieur le ministre, à la page 2, vous dites que la situation de certains groupes de minorités visibles au Canada est triste, et je ne suis pas trop sûr que bien des Canadiens seraient d'accord avec vous. Deuxièmement, je ne suis pas convaincu qu'il existe suffisamment de statistiques pour appuyer une telle affirmation. Pourriez-vous nous expliquer cela plus en détail?

M. Collenette: Pourriez-vous me dire exactement où vous prenez cela?

M. Kelly: C'est à la page 2 du mémoire présenté au Comité en votre nom.

M. Collenette: À quelle ligne?

M. Kelly: À la deuxième ligne.

M. Collenette: Oh, la triste situation des minorités visibles.

M. Kelly: Oui.

M. Collenette: Je dis que le Comité a entendu des groupes et des particuliers décrire leur triste situation. Ce terme descriptif vient des groupes et non de moi.

M. Kelly: Êtes-vous d'accord avec cela?

M. Collenette: Je pense qu'il y a du vrai là-dedans. Si on regarde autour de la table, nous sommes tous Blancs, et je ne crois pas qu'on puisse vraiment comprendre... Je parle des membres du Comité.

M. Paproski: Parlez pour vous-mêmes.

M. Collenette: Bon. Je ne crois pas que les membres du Comité puissent vraiment comprendre ce que c'est que d'être membre d'une minorité visible au pays. Je ne veux pas exacerber le problème, ni aller jusqu'à prétendre qu'un vent de racisme souffle au pays, mais j'admets que des membres des minorités visibles ont des problèmes réels. Pour bon nombre d'entre eux, la situation est effectivement triste, et le fait qu'on en fasse état devant le Comité ne doit pas être pris à la légère.

M. Paproski: Un rappel au règlement, monsieur le président. Je tiens à répéter ceci: Je pense que vous devriez dire seulement ce que vous pensez, c'est très bien. Mais il y a des gens ici au sein du Comité qui ont eu à travailler extrêmement fort avant de devenir députés lorsqu'ils sont arrivés au pays. Vous parlez de situation triste; je ne crois pas que vous connaissiez vraiment les difficultés que certains d'entre nous ont eu à surmonter pour s'intégrer à cette société. Je n'aime

[Text]

order to become part of this society. I just do not like that statement, the way you had mentioned it. I feel there is . . .

Mr. McCauley: On a point of order, I would say it was quite strong.

Mr. Paproski: We all have problems; we have all had problems, and we have gone through some pretty tough times, Mr. Minister. It is not only the visible minorities but the groups around here, I think . . .

Mr. Collenette: Mr. Chairman, Mr. Kelly's point was strictly related to the visible minorities in this term here. It does not undermine the argument or the point that newcomers to this country, irrespective of their racial origin, have not been faced with great difficulties.

Mr. Paproski: That is all I wanted you to say.

Mr. Collenette: Are you happy?

Mr. Paproski: Yes.

Mr. Collenette: Good.

An hon. Member: Steve is never happy; he is always grumbling.

Mr. Paproski: I said I am happy.

Mr. Kelly: The one thing I have noticed in the deliberations of committee is that it is quite hard at times to gain an exact fix on the status of communities or individuals, because there is a dearth of statistical evidence to support their contentions or reinforce their aspirations. I noticed in here that you are going to be spending money in action-oriented research, presumably to redress this lack of statistical data. I am wondering what action-oriented research is and if you can give us some specific examples so I can understand the concept.

Mr. Collenette: Last summer my colleague, the President of the Treasury Board, the Hon. Herb Gray, announced an affirmative action program for the Public Service and Public Service hiring. Instructions were given to the Public Service Commission to come up with action-oriented programs in that light. Mr. Johnson and his officials are monitoring the situation with the Public Service Commission, and hopefully, we will have some more definitive word to say on that as to how the PSC is going to translate that into action in the coming months.

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Mr. Kelly: What exactly are you looking for? Treasury Board regulations . . . ?

Mr. Collenette: I will let Mr. Johnson answer that, because he is quite involved.

Mr. Johnson: The Public Service Commission is working on a model whereby we can identify whereabouts, within the Public Service, visible minorities are presently working, at what levels, in what kinds of positions. Based on that, the strategy will be developed around affirmative action.

Mr. Kelly: So you are doing an inventory?

[Translation]

tout simplement pas la façon dont vous avez présenté la chose. Je pense que . . .

M. McCauley: Un rappel au règlement: Je pense que vous y êtes allé un peu fort.

M. Paproski: Nous avons tous des problèmes; nous en avons tous eu, et nous avons tous traversé des périodes difficiles, monsieur le ministre. Il n'y a pas que les minorités visibles, certains groupes ici, je pense . . .

M. Collenette: Monsieur le président, la question de M. Kelly portait strictement sur les minorités visibles. Cela n'enlève rien à l'argument ou au fait que de nouveaux immigrants au pays, nonobstant leur origine raciale, n'ont pas éprouvé de grandes difficultés.

M. Paproski: C'est tout ce que je voulais vous entendre dire.

M. Collenette: Vous êtes satisfait?

M. Paproski: Oui.

M. Collenette: Tant mieux.

Une voix: Steve n'est jamais content. Il a toujours quelque chose à redire.

M. Paproski: J'ai dit que j'étais satisfait.

M. Kelly: J'ai remarqué une chose au cours des travaux du Comité: il est très difficile parfois d'obtenir une idée exacte de la situation de groupes ou de particuliers à cause du manque de statistiques pour appuyer ce qu'ils disent ou renforcer leurs aspirations. J'ai remarqué ici que vous entendiez consacrer des fonds à la recherche pragmatique, et je présume que c'est pour corriger cette lacune. Qu'entendez-vous par recherche pragmatique, et pouvez-vous nous donner quelques exemples précis pour nous aider à comprendre?

M. Collenette: L'été dernier, mon collègue le président du Conseil du Trésor, l'honorable Herb Gray, a annoncé l'établissement d'un programme d'action positive pour la Fonction publique et la dotation en personnel au sein de cette institution. La Commission de la Fonction publique a été chargée d'établir des programmes d'action positive dans cette optique. M. Johnson et ses hauts fonctionnaires surveillent la situation auprès de la Commission, et nous espérons pouvoir vous annoncer des mesures plus concrètes sur la façon dont la Commission s'acquittera de cette tâche dans les prochains mois.

M. Kelly: Quel est votre but en fait? Vous comptez sur des règlements du Conseil du Trésor?

M. Collenette: Je demanderai à M. Johnson de répondre à cette question. Il est en fait fort impliqué dans ces choses.

M. Johnson: La Commission de la Fonction publique essaie d'établir un modèle qui nous permettrait d'identifier dans la Fonction publique où se trouvent les minorités visibles, quel est leur niveau de travail, le genre de poste qu'elles occupent. Une fois tous ces renseignements établis, la stratégie que l'on adoptera en sera une d'action positive.

M. Kelly: Vous établissez donc une sorte de répertoire?

[Texte]

Mr. Johnson: Yes—the Public Service Commission is.

Mr. Kelly: When did that go out?

Mr. Johnson: It was announced last June.

The Chairman: Mr. Patel.

Mr. Dhiru Patel (Chief, Race Relations, Department of Secretary of State): This past June.

Mr. Kelly: Were there any deadlines on it, such that they want something initiated by a certain date?

Mr. Johnson: The commitment was that the Public Service Commission would conduct a study and within a year they would come back with the results of that study.

Mr. Kelly: Is there any evidence to suggest that it is under way in any or all of the departments?

Mr. Johnson: We are having discussions with the Public Service Commission. I am trying to put the model together.

Mr. Kelly: Oh. They have not started yet?

Mr. Johnson: They have not started identifying it, no.

Mr. Kelly: They are thinking about starting.

Mr. Johnson: They are still trying to figure out how to do it.

Mr. Collenette: But, given the ingenuity of the Public Service Commission, I am sure they will meet their deadline.

Mr. Kelly: How are you defining “visible minority”? What is the perspective of the questionnaire, or the inventory?

Mr. Johnson: The definition that we have been using, and I think they have accepted it, is essentially Canadians who are of Asian, African and American origins.

Mr. Kelly: So what is so hard about using that definition and doing a head count?

Mr. Johnson: The problem is putting the material together in such a way that it is acceptable (a) to the Human Rights Commission and (b) to the recipients who have to identify themselves as being part of that minority group.

Mr. Kelly: In what way might the Human Rights Commission object to that?

Mr. Johnson: We have had problems; we had potential problems with the CBC training program. When they began to identify, they wanted to attract visible minorities to their training program. The Human Rights Commission were rather concerned in terms of this direction. It is part of their role as a watchdog in that area and it requires further negotiation, explanation, education, dialogue.

Mr. Kelly: I do not believe that. They were asked to do something and to report back in a year; half of that year is over, and nothing has been done. That is an appalling record.

[Traduction]

M. Johnson: C'est la Commission de la Fonction publique qui établit ce répertoire.

M. Kelly: Quand l'annonce en a-t-elle été faite?

M. Johnson: En juin dernier.

Le président: Monsieur Patel.

M. Dhiru Patel (chef des Relations raciales, Secrétariat d'État): En juin dernier.

M. Kelly: Et quelle sera la date limite à laquelle ce modèle devra être établi?

M. Johnson: La Commission de la Fonction publique devait procéder à une étude et soumettre ses résultats au cours d'une période d'un an.

M. Kelly: Existe-t-il des raisons de croire que cela fonctionne dans les ministères?

M. Johnson: Nous avons des discussions avec la Commission de la Fonction publique. J'essaie de mettre au point ce modèle.

M. Kelly: Donc tout ce dispositif n'est pas encore en place?

M. Johnson: Non, l'identification n'est pas encore faite.

M. Kelly: Ils songent à s'y mettre.

M. Johnson: On est en train de voir comment on pourrait procéder.

M. Collenette: Cependant, étant donné l'ingéniosité dont fait preuve la Commission de la Fonction publique, je suis sûr qu'elle respectera le délai qui lui a été accordé.

M. Kelly: Quelle est votre définition de «minorité visible»? Quelle est la perspective du questionnaire ou du répertoire?

M. Johnson: Notre définition, qui a je crois été acceptée, est qu'il s'agit essentiellement des Canadiens d'origine asiatique, africaine et américaine.

M. Kelly: Alors pourquoi ne peut-on utiliser cette définition et tout simplement dénombrer le nombre de ces personnes qui travaillent dans la Fonction publique?

M. Johnson: Il faut que cela soit acceptable d'abord à la Commission des droits de la personne et ensuite aux personnes qui doivent s'identifier comme faisant partie de ce groupe minoritaire.

M. Kelly: De quelle façon la Commission des droits de la personne pourrait-elle s'y opposer?

M. Johnson: Nous avons rencontré des problèmes. Nous aurions pu avoir des problèmes dans le cas du programme de formation de la Société Radio-Canada. La Société voulait attirer des minorités visibles pour qu'elles participent au programme de formation. La Commission des droits de la personne se préoccupait de cette nouvelle façon de procéder. La Commission des droits de la personne surveille ce qui se passe en ce domaine. Dans ce cas, il fallait d'autres négociations, d'autres explications, une meilleure éducation du public et un dialogue.

M. Kelly: J'ai du mal à croire ce qui s'est passé. On a demandé à la Commission de faire quelque chose au cours

[Text]

Mr. Collenette: I think we should be fair to the Public Service Commission. We asked them to get the job done within a year. As I have said, I think with their ingenuity and their resources they will have that done. Mr. Johnson is making sure that they will meet that deadline—and I am too. If they do not, obviously that could be dealt with at that particular time.

Mr. Kelly: The object of these initiatives in race relations is to produce a harmonious multiracial society. What happens if those immigrants who got here before the most recent arrivals cannot accept the validity, or the legitimacy, of many of those recommendations and, instead of promoting racial harmony, you find that life, in fact, becomes more discordant because of...?

Mr. Collenette: Canada, as a multicultural nation with a multiracial component, is a well-known fact, and anyone who immigrates to this country, as I did, with my parents, should be fully cognizant of that. If they did not like that, surely they would not immigrate here in the first place. You accept Canada for what it is and what it is becoming, and it is a very open, multicultural society in all respects.

Mr. Kelly: The pace of change is accelerating and that makes a lot of Canadians uncomfortable, not only in the area of race relations but in that of a lot of other things as well. I am just asking what would happen if, as a result of many of these initiatives in race relations—some of them very dramatic... you were to find, to your discomfort, that interracial harmony had deteriorated as a result, that the pace of change was, in fact, too fast? What would you do then?

Mr. Collenette: Mr. Chairman, in answer to Mr. Kelly, there are always those in society who feel that change is too fast. We can see this in the whole debate about metric conversion.

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My answer really is that any responses made by government, by Parliament, have to be fair to all and to be realistically achievable and to ensure that there is real equality of opportunity for all. It is something that we as parliamentarians, and government, have to be sensitive about.

The Chairman: Mr. Murta.

Mr. Murta: Thank you, Mr. Chairman.

I would like to start off at the outset, because I have not been a member of the committee on a regular basis, by indicating that I think your committee has done an excellent job to this point. I have followed it in the press and followed it generally, and I think you have made some good strides,

[Translation]

d'une année; la moitié de celle-ci est déjà passée et rien ne s'est produit. La situation est désastreuse.

M. Collenette: Il faut être juste envers la Commission de la Fonction publique. Nous lui avons demandé de faire le travail au cours d'une année. Comme je l'ai dit, je crois que cela se fera étant donné l'ingéniosité de la Commission et les ressources qu'elle a à sa disposition. M. Johnson s'assurera que tout sera bien fait dans le temps voulu et moi aussi. Si ce n'est pas ce qui se passe, nous pourrions alors prendre des dispositions en temps et lieu.

M. Kelly: Le but de ces initiatives en matière de relations raciales est de promouvoir une société multiraciale harmonieuse. Que se passera-t-il si les immigrants qui sont venus ici il y a quelque temps déjà ne peuvent accepter la validité ou la légitimité de certaines de ces recommandations? Que se passera-t-il si au lieu de l'harmonie raciale que l'on désire promouvoir, la situation devient de plus en plus tendue et discordante?

M. Collenette: Le Canada est un pays connu pour son multiculturalisme et toutes les personnes qui y immigreront devraient le savoir. Je le savais lorsque j'ai immigré avec mes parents. Les personnes qui n'aiment pas une telle situation pourraient tout simplement s'abstenir d'immigrer. Le Canada est comme il est, il faut l'accepter comme tel. Il est en train de changer, et il s'agit d'une société très ouverte et multiculturelle à de nombreux égards.

M. Kelly: Les changements s'accélérent, ce qui rend nerveux beaucoup de Canadiens, je ne parle pas seulement du problème des relations raciales, mais de beaucoup d'autres domaines également. Que se passerait-il si, à la suite de ces nombreuses initiatives en matière de relations raciales, dont certaines sont assez spectaculaires, que se passerait-il donc si l'on se rendait compte que l'harmonie entre les différentes races s'était détériorée parce que les changements ont été trop rapides? Que feriez-vous alors?

M. Collenette: Monsieur le président, en réponse à M. Kelly, je dois dire qu'il y a toujours des personnes qui estiment que les changements se produisent trop rapidement. C'est ce qui se passe notamment dans le cas de la conversion au système métrique.

Ma réponse est la suivante: les initiatives du gouvernement et du Parlement doivent être justes envers tous, réalistes et assurer l'égalité des possibilités pour tous. Les parlementaires et le gouvernement doivent donc être sensibles à cela.

Le président: Monsieur Murta.

M. Murta: Merci, monsieur le président.

Tout d'abord, étant donné que je n'ai pas été membre du Comité de façon régulière, j'aimerais dire combien le Comité a fait un travail excellent jusqu'à présent. J'ai suivi ses travaux dans la presse et de façon générale, et je crois que vous avez vraiment pris de très bonnes initiatives; vous avez élevé le

[Texte]

certainly in raising the awareness level, and I guess that is very important at this particular time.

I would like, Mr. Minister, to ask you a question in the area of what I consider maybe the most important role that a multicultural ministry, secretariat, if you like, has, and that is basically the advocacy role that you should be playing within the government. Obviously various groups across the country look to us in effect to clean up our own house first, even before we do anything with the private sector. I suggest that possibly that has not been done in the past to the extent it should be. All you have to do is look at the various boards and agencies and the sensitization, I guess, that I do not think has taken place within the government up to this point.

How do you view the ministry in an advocacy role? Are there any areas you would like to see strengthened in terms of an advocacy role? How do you sensitize, for example, a bureaucracy to making sure that everything that is done, every Cabinet directive, for example, goes out underneath a multicultural awareness label, in effect, as they do for women and other areas now at the present time? Could you expand on your thinking on that, where you would like to see it go and where you would like to see it strengthened, bearing in mind that the budget is \$18 million or \$20 million, which is probably 25 minutes of the government's spending in any one given day? What are some of your thoughts?

Mr. Collenette: Mr. Chairman, in answer to the question—and I think it is a very good one—I do believe this government has been particularly sensitive to the multicultural dynamic in the country being represented in those areas under its control. Certainly in the last year or so—I mentioned this morning in my brief, and in answers to questions, the directive to the Public Service Commission; I have mentioned the CBC pilot program, I have mentioned the advertising guidelines for government advertising, as some areas.

About appointments to boards, they vary. I think the government has done a pretty impressive job in the so-called multicultural composition. I have done some preliminary work on that... and it is not something I particularly—I do not think we should go out of our way actually to zero in, to say, well, are you so-called “multicultural”, are you so-called “ethnic-origin”. We are all of ethnic origin. But if you take the criterion of people of non-British, non-French origin as being multicultural, you can see that there is a pretty good record on the part of the government. For example, on the Economic Council of Canada, 36% of the membership of that council is people of the so-called multicultural community, as I have just defined it. The Canadian Cultural Property Export Review Board is 25%; the human rights commission, 40%. So there are some real success stories there.

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I think we can do a lot more; and one area where we can do something is in the House of Commons, by the political parties. My job as minister is not just to deal with the government aspect and my parliamentary work, but as a member of the Liberal Party to encourage our campaign committee to

[Traduction]

niveau de conscience des Canadiens, ce qui est très important pour le moment.

J'aimerais vous poser, monsieur le ministre, une question concernant le rôle qui est, à mon avis, le rôle le plus important que doit jouer un ministère ou secrétariat du Multiculturalisme, je veux parler de votre rôle en tant qu'avocat de cette cause qu'est le multiculturalisme. Différents groupes de notre pays s'attendent à ce que nous remettions nos propres affaires en ordre avant de même commencer à nous intéresser au secteur privé. Personnellement, je ne crois pas que nous soyons allés assez loin dans le passé à cet égard. Il suffit d'étudier la situation qui prévaut dans les différents organismes, commissions et au sein du gouvernement en général.

Quel rôle le ministère pourrait-il jouer pour défendre cette cause? Comment procéder, par exemple, pour sensibiliser une bureaucratie, pour que toute directive, par exemple, émanant du Cabinet tienne compte de cet aspect multiculturel, comme cela se fait à l'heure actuelle en ce qui concerne les femmes, etc.? Où devra-t-on apporter des améliorations, tout en tenant compte évidemment que le budget n'est que de 18 ou 20 millions de dollars; si l'on convertit cela en temps, cela représente sans doute 25 minutes de dépenses gouvernementales par jour.

M. Collenette: Monsieur le président, je crois qu'il s'agit là d'une très bonne question. Je crois que le gouvernement a été particulièrement sensible à la dynamique en matière multiculturelle. J'ai parlé ce matin dans mon mémoire et en réponse aux questions, de la directive qui a été donnée à la Commission de la fonction publique. J'ai parlé du projet pilote de la Société Radio-Canada ainsi que de lignes directrices en matière de publicité gouvernementales.

En ce qui concerne la nomination à des conseils, des commissions, les choses varient. Je crois que le gouvernement a entrepris un travail très impressionnant pour ce qui est de la représentation multiculturelle à ces conseils. Personnellement, je ne crois pas que l'on devrait faire des efforts inimaginables pour s'assurer de l'aspect multiculturel en matière de nominations. Car nous sommes tous en fait d'origine étrangère, n'est-ce pas? Si les personnes qui ne sont pas d'origine britannique ou française tombent dans le groupe multiculturel, vous pouvez vous rendre compte alors des résultats excellents obtenus par le gouvernement. Ainsi, 36 p. 100 des membres du Conseil économique du Canada, 25 p. 100 des membres du Conseil de révision de l'exportation de biens culturels et 40 p. 100 des membres de la Commission canadienne des droits de la personne sont d'origine étrangère. Il y a donc des choses dont nous pouvons être fiers.

Je pense qu'il y a lieu de faire beaucoup plus; et, justement, là où nous pouvons faire quelque chose, c'est à la Chambre des communes, par l'entremise des partis politiques. En tant que ministre, il m'incombe de réaliser les objectifs du gouvernement et d'accomplir mon travail parlementaire. Mais en tant

[Text]

ensure that we seek a greater cultural diversity of candidates to represent us in seats that have a good chance of electability. I assume the Conservative Party will do the same.

If you look at the House of Commons, in my 10 years here we had Mr. Lincoln Alexander, of your party, as the only member of the black community to sit in the House of Commons, to my knowledge. We had one person of native origin, Mr. Ittinuar. We had one person of Chinese origin, Art Lee, in the 30th Parliament. There may have been the other odd example. That is not very good when you consider the true composition of the House of Commons.

One area that we do have under our control is the Senate. I would hope that future Senate appointments would take into account the true multicultural diversity of the country.

Mr. Murta: I would like to ask a question. One area in which it would be relatively easy to accomplish a greater awareness within the government—and I would like to ask you whether it is being done now or not—is within the Cabinet. Every Cabinet document instruction to the various departments—it basically would be a Cabinet decision, along with the Prime Minister's concurrence. If there were a notation of that Cabinet document saying that multicultural component had to be adhered to or at least thought of or at least discussed in every case, it would bring the awareness level in one inexpensive—it does not cost you a sent—move throughout the whole bureaucracy. So if something comes back into Treasury Board or Cabinet that is not multicultural-sensitive, it is sent back and they are told very simply to redo it with that in mind.

Is that being done now?

Mr. Collenette: It is certainly being done at the Cabinet level, because in most of the discussions we have we do deal with a multicultural aspect or ramification of that particular policy.

I know what you are getting at, and it is something that I think we would be interested to have further views on. I do not know whether this committee is going to include that in its report. That is something for the Prime Minister to decide; it is machinery of the government. Certainly I have no problem with that.

Mr. Murta: Mr. Minister, if you were given extra funds and you were going to allocate those extra funds in any priority area, what would that priority area be? Would it be language training across the country? In other words, if we were to prioritize in a one, two, three type of prioritization as to what is the most important aspect we should be dealing with now, other than of course what we are doing right now, in terms of services in the field . . . ?

Mr. Collenette: I do not like to prioritize one, two, three, because we inevitably upset some people who are three or four. I think there are in a sense co-equal areas or thrusts. One, of course, is the whole area of race relations; secondly, multicultural and education; thirdly, the whole area of heritage

[Translation]

que membre du Parti libéral, il m'incombe de fortifier notre comité de campagne dans l'assurance que nous cherchons toujours à représenter plusieurs cultures tout en choisissant des candidats qui ont de bonnes chances de se faire élire. Je présume que le Parti conservateur fera pareillement.

Prenons la Chambre des communes: depuis dix ans que je suis député, je crois que M. Lincoln Alexander, qui était membre de votre parti, a été le seul député représentant la communauté noire pendant tout ce temps-là. Nous avons eu un représentant d'origine autochtone, M. Ittinuar. Nous avons eu une personne d'origine chinoise, M. Art Lee, pour le trentième Parlement. Il y en avait peut-être d'autres. Mais ce n'est pas très bien, étant donné la véritable composition de la Chambre des communes.

Par contre, nous pouvons contrôler le Sénat. J'espère qu'à l'avenir, les nominations au Sénat tiendront compte de la diversité culturelle de notre pays.

M. Murta: J'aimerais poser une question. Il me semble que vous pourriez quand même mieux sensibiliser le gouvernement—et je vous demanderai de me dire si cela se fait maintenant ou non—en commençant par les ministres du cabinet. Les instructions transmises aux divers ministères par le cabinet—ce serait essentiellement une décision du cabinet, avec l'approbation du premier ministre. Si les documents provenant du cabinet précisaient qu'il faut respecter les besoins multiculturels ou, au moins en discuter dans chaque situation, il serait non seulement facile mais peu coûteux—en fait, cela ne vous coûterait rien—de sensibiliser toute la bureaucratie aux besoins multiculturels. Si jamais une soumission au Conseil du Trésor ou au cabinet ne tenait pas compte de ces objectifs, elle serait renvoyée au ministère pour être refaite en tenant compte de ces objectifs.

Est-ce que cela se fait maintenant?

M. Collenette: Il n'y a pas de doute que cela se fait au niveau du cabinet, car dans la plupart de nos discussions de politiques, il y a un aspect multiculturel dont il faut tenir compte.

Je sais où vous voulez en venir, et, d'ailleurs, j'aimerais obtenir les vues d'autres personnes sur ce sujet. Je ne sais pas si ce Comité en parlera dans son rapport. Finalement, c'est au premier ministre de prendre la décision appropriée, car c'est l'appareil gouvernemental qui est en jeu. Mais en ce qui me concerne, cela ne pose pas de problème.

M. Murta: Monsieur le ministre, si on vous accordait des fonds supplémentaires pour des activités prioritaires, quelle serait votre priorité? S'agirait-il des programmes de formation linguistique dans tout le Canada? En d'autres termes, si vous deviez établir trois priorités, à part ce qui se fait déjà au niveau des services régionaux . . . ?

M. Collenette: Je n'aime pas beaucoup établir des priorités de cette façon, car si nous décidons qu'il n'y aura que trois domaines prioritaires, c'est inévitable que ceux qui occupent les quatrième et cinquième places ne seront pas très contents. Par contre, il me semble qu'il y a plusieurs domaines qui ont la

[Texte]

language teaching. I am a great fan of that, and I think that is fully consistent with our country being one with two official languages. I think it is something we should capitalize on. It is an asset. It is a bonus for us as a society. We see in the west, for example, the provinces there which have made great strides in this area, and we would like to see that enhanced in other parts of the country as well.

If funds are available, those are three key areas. But I do not want to denigrate any other area that I have not thought of. But they are three things I am focusing on at the moment.

Le président: Monsieur Veillette.

M. Veillette: Monsieur le ministre, j'ai pris connaissance de plusieurs mémoires et j'ai pu me rendre compte qu'on demandait toujours au gouvernement ou à la population en général de faire quelque chose pour les minorités visibles.

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J'ai retenu une phrase que vous avez dite tout à l'heure en parlant des immigrants: ceux qui n'aiment pas le Canada ne sont pas obligés d'émigrer au Canada.

Seriez-vous en faveur de mettre sur pied un genre de code d'éthique qui préciserait les conditions fondamentales pour émigrer au Canada? Quand je parle de conditions fondamentales, je parle de l'obligation d'apprendre l'anglais ou le français, de l'obligation de se conformer aux règlements de la construction, à savoir qu'ils doivent porter un chapeau de sécurité, de l'obligation de se conformer à tous ces règlements qui font partie de la vie courante au Canada. Je pense que si l'émigrant connaissait ces règlements-là avant de venir au Canada, il n'aurait pas de raisons de se plaindre en arrivant. Il dirait tout simplement: Oui, je le savais avant de venir; maintenant, je dois me conformer à ces règlements-là.

M. Collenette: Monsieur le président, mon Ministère n'est pas vraiment responsable de cet aspect des choses que soulève M. Veillette. C'est la responsabilité du ministère des Affaires extérieures. Mais, comme je le disais à M. Murta, nous discutons, au niveau du Cabinet, de l'aspect multiculturel de toutes nos politiques. Pour ma part, je pense que les centres d'immigration dans les autres pays font état de la vraie nature du Canada.

M. Veillette: Le portrait du Canada.

M. Collenette: Oui, le portrait du Canada, avec les deux langues... Je me souviens, quand j'étais garçon, à Londres, qui est dans un pays dont la langue principale est l'anglais, on disait au *Canada House* qu'il existait deux langues officielles et qu'une partie de notre pays avait le français comme langue principale. C'était en 1957. Je pense que maintenant, le vrai portrait n'est pas celui d'un pays avec deux langues officielles, mais celui d'un pays multiculturel.

[Traduction]

même priorité, si vous voulez. D'abord, il y a évidemment les relations entre les races; deuxièmement, les diverses cultures et l'éducation; et troisièmement, l'apprentissage des langues de patrimoine. C'est une activité que j'appuie avec beaucoup d'enthousiasme, et je crois que ça concorde parfaitement avec notre politique des langues officielles. Nous devrions essayer de profiter de cette situation. Cela constitue un atout, c'est une prime qui s'adresse à toute la société. Dans l'Ouest, par exemple, certaines provinces ont fait beaucoup de progrès dans ce domaine, et nous aimerions réaliser autant de progrès dans d'autres régions du pays.

Si les fonds sont disponibles, voilà les trois domaines prioritaires. Mais je ne veux surtout pas négliger d'autres domaines auxquels je n'aurai peut-être pas pensé. Pour l'instant, toutefois, je voudrais accorder la priorité à ces trois domaines.

The Chairman: Mr. Veillette.

Mr. Veillette: Mr. Minister, having read several briefs, I have come to realize that the government or the general population is always being asked to do something for visible minorities.

I remember one phrase you used earlier in relation to immigrants: you said, those who do not like Canada do not have to come here.

Would you be in favour of establishing a sort of code of ethics specifying basic conditions for immigration to Canada? When I say basic conditions, I mean, for instance, the requirement to learn English or French, to comply with construction regulations—for instance, the requirement to wear a safety hat, or to comply with other regulations which are all part of every day life in Canada. I believe if an immigrant were aware of these regulations before coming to Canada, he would have no reason to complain once he got here. He would simply have to accept the fact that he knew about them before coming, and consequently has no other choice but to comply with them.

Mr. Collenette: Mr. Chairman, my department is not really responsible for the type of thing Mr. Veillette is talking about. Those things are really the responsibility of the Department of External Affairs but, as I was saying to Mr. Murta, we discussed the multicultural aspect of all our policies in Cabinet. Personally, I have the impression that immigration centres located in other countries try to make immigrants aware of living conditions in Canada.

Mr. Veillette: An overall picture of life in Canada.

Mr. Collenette: Yes, a picture of life in Canada, with the use of both languages... I remember when I was a young boy in London, where the main language is English, that at Canada House, they would say there were two official languages in Canada and part of our country had French as its main language. That was in 1957. Nowadays, I think the true picture of Canada is not one of a country with two official languages, but of a multicultural country.

[Text]

Je n'aime pas l'expression «code d'éthique»; c'est peut-être un peu sévère. Cependant, je pense que vous avez soulevé une bonne question.

M. Veillette: Merci.

Le président: Merci, monsieur Veillette.

My recollection is that Mr. Paproski wanted another question, Mr. Kelly wanted another question, and Mr. Lewycky is looking for a second round. So perhaps I could start with Mr. Paproski.

Mr. Paproski: Mine is a very short question. You mentioned somewhere along the line, Mr. Minister, that your salary was the same as that of the Minister of Finance. Is that right?

An hon. Member: How does he know?

Mr. Paproski: No, no, I consider this very important as far as I am concerned. You mentioned that, as a Minister of State, your salary is the same as that of a Minister of Finance.

Mr. Collenette: The salaries and indemnities of Members of Parliament and Ministers are public information, and as I understand it, all Ministers make the same salary. The Prime Minister makes somewhat more.

Mr. Paproski: The reason I ask you that is because, as a Minister of State in the Clark government, I did not make the same as a full Minister, and I just wanted to know if this is a fact. I would like to know. I have not checked the blue book, but I presume you are aware of this.

Mr. Collenette: Perhaps you should take that up with Mr. Clark.

Mr. Paproski: Thank you, Mr. Minister.

An hon. Member: Would you find that out? Then we will . . .

The Chairman: Order, please.

Mr. Kelly, you had one question.

Mr. Kelly: I had one question, and I would like to preface it with a supplementary to a question I asked earlier.

The Chairman: You have one question, Mr. Kelly.

Mr. Kelly: These are such good questions I hate to split them.

The Chairman: That is very subjective.

Mr. Kelly: My question has two parts.

The Chairman: Mr. Kelly, you may use only one part of it.

Mr. Kelly: The directorate has increased the amount of money it is spending on various programs out there, but I wonder if it is increasing the effectiveness with which it

[Translation]

I do not like the expression "code of ethics"; I think perhaps it is a little severe. I do think your question is a valid one, however.

Mr. Veillette: Thank you.

The Chairman: Thank you, Mr. Veillette.

Il me semble que M. Paproski voulait poser une autre question, ainsi que M. Kelly et M. Lewycky. Je pourrai peut-être commencer par M. Paproski.

M. Paproski: Je n'ai qu'une courte question à poser. Vous avez mentionné, monsieur le ministre, que votre salaire était le même que celui du ministre des Finances. Est-ce exact?

Une voix: Comment le sait-il?

M. Paproski: Non, il me semble que c'est une question extrêmement importante. Vous avez mentionné qu'en tant que ministre d'État, votre salaire était le même que celui du ministre des Finances.

M. Collenette: Les salaires et indemnités accordés aux députés et aux ministres constituent des renseignements publics, et d'après ce qu'on m'a dit, tous les ministres reçoivent le même salaire. Par contre, je crois que le Premier ministre gagne un peu plus.

M. Paproski: Si je vous pose cette question, c'est qu'à titre de ministre d'État pour le gouvernement de M. Clark, je n'avais pas le même salaire qu'un ministre de portefeuille, et je voulais savoir si c'était vrai ou non. C'est pour ma propre gouverne. Je n'ai pas vérifié dans le livre bleu, mais je présume que vous êtes au courant de cela.

M. Collenette: Peut-être que vous devriez en parler avec M. Clark.

M. Paproski: Merci, monsieur le ministre.

Une voix: Allez-vous vous renseigner? Bon, nous allons . . .

Le président: À l'ordre, s'il vous plaît.

Monsieur Kelly, vous avez la parole pour poser une autre question.

M. Kelly: Oui, j'avais une question à poser, mais je voudrais d'abord poser une question supplémentaire qui rejoint celle que j'ai posée tout à l'heure.

Le président: Vous pouvez poser une seule question, monsieur Kelly.

M. Kelly: Il s'agit de bonnes questions et je n'aimerais pas en éliminer une.

Le président: C'est très subjectif.

M. Kelly: Bon, j'ai une question à deux volets.

Le président: Monsieur Kelly, vous pouvez poser une question à un seul volet.

M. Kelly: La Direction a effectivement augmenté les crédits qu'elle affecte à ces divers programmes, mais je me demande si elle surveille de plus près la façon dont ces crédits sont

[Texte]

monitors the expenditures of those funds. I think the Auditor General, in his last series of reports, said that too many government departments spend money, hoping that they are going to accomplish a certain goal or a series of goals, but they never set up the mechanism or spend the money or allocate the human resources to monitor the expenditure of those funds. So ultimately they really do not know whether they have accomplished what they have set out to do. So have you, as well as increasing the amount of money you have spent on a variety of programs, taken the time and the effort to set up effective monitoring devices so that you know . . . ?

Mr. Colletette: The answer is yes. Perhaps Mr. Johnson can go into greater detail.

Mr. Johnson: Actually one of the things that consume a lot of time of a small directorate is setting up the mechanisms and maintaining those mechanisms. A lot of that is dealt with in the initial phases of negotiating and understanding an agreement or contract, a contribution's agreement with the client communities. We do spend a lot of time on that. In part we are forced to, because many of the people we deal with are dealing with government for the first time. So it is an educational component as well.

Mr. Kelly: Perhaps you could illustrate that by taking one of your most important goals . . . Could you illustrate how you did that?

Mr. Johnson: The area of race relations was identified two years as a priority of the directorate. In the area of group development, every submission that we receive is reviewed in terms of its ability to address the problem of race relations. It is measured against that and then we deliberately set out to ensure that we are monitoring that throughout the year.

Mr. Kelly: Give me a goal in race relations, an important one that was set by your department and how you monitored it.

Mr. Colletette: Mr. Patel is the Chief of Race Relations within the secretariat and perhaps he could answer that.

Mr. Patel: One of the goals we have is to try to develop models which can be used, as the minister mentioned earlier. The police training model is a good example. We are monitoring it on a constant basis, on the basis of an advisory committee, in which we are participating. At the end of it there will be an evaluation report done to see where that project has gone and how far it is being implemented across the country. This will be done. So that is an example of the kind of monitoring we do.

The other thing we also try to do is get reports from the groups as to how they spent the money and whether they have achieved the objectives that were set out originally in the project proposal.

An hon. Member: How does that help somebody in B.C.?

[Traduction]

dépensés. Dans ses derniers rapports, le Vérificateur général déclarait que trop de ministères dépensent leurs crédits en espérant qu'ils atteindront un certain but ou une série de buts, sans toutefois mettre en place des mécanismes permettant de surveiller comment ces crédits sont dépensés pas plus qu'ils n'affectent les ressources humaines ad hoc à cet effet. En fin de compte, ils ne savent jamais s'ils ont atteint le but recherché. Par conséquent, en plus d'avoir accru les crédits affectés à une série de programmes, avez-vous mis en place les mécanismes de surveillance nécessaires pour que vous puissiez savoir . . . ?

M. Colletette: Oui. M. Johnson pourrait peut-être vous donner davantage de détails là-dessus.

M. Johnson: En vérité, ce qui demande beaucoup de temps au sein d'une petite Direction comme la nôtre est justement de mettre en place les mécanismes voulus et de maintenir ces mécanismes. Ces détails sont en grande partie réglés au tout début lors de la négociation d'un accord ou d'un contrat qui prévoit l'affectation de crédits aux collectivités clientes. Nous y consacrons beaucoup de temps. Nous y sommes presque obligés car une grande partie de ceux avec lesquels nous traitons s'adressent au gouvernement pour la première fois. Une question d'éducation entre en jeu également.

M. Kelly: Vous pourriez peut-être nous donner un exemple précis en prenant un de vos objectifs les plus importants. Pouvez-vous nous montrer comment vous avez fait?

M. Johnson: Il y a deux ans la Direction a choisi comme priorité le domaine des relations raciales. Pour ce qui est de la mise en valeur des groupes, nous étudions chaque demande que nous recevons en fonction de son aptitude à régler le problème des relations raciales. C'est ainsi que nous procédons et ensuite nous surveillons les progrès réalisés toute l'année.

M. Kelly: Donnez-moi un objectif dans ce domaine, un objectif important qui a été fixé par votre ministère et dites-moi comment vous l'avez suivi.

M. Colletette: M. Patel est le directeur des Relations raciales au sein du secrétariat et il pourrait peut-être vous répondre.

M. Patel: Un de nos objectifs est d'essayer de mettre au point des modèles qui pourront être utilisés, comme le ministre vous l'a dit tout à l'heure. La formation des agents de police constitue à cet égard un bon exemple. Nous suivons ce programme de près constamment et à cet égard nous participons à un comité consultatif. Lorsque ce programme sera terminé, un rapport d'évaluation sera dressé dans le but de déterminer les progrès réalisés et s'il s'étend à l'ensemble du pays. Voilà ce qui sera fait. Voilà donc comment nous suivons les programmes que nous avons mis en place.

Nous essayons également d'obtenir des rapports des groupes concernés, rapports qui font état de la façon dont ils ont dépensé les crédits accordés et qui indiquent s'ils ont atteint les objectifs qu'ils avaient fixés dans la proposition qu'ils nous avaient adressée.

Une voix: Je ne vois pas comment cela peut aider quelqu'un en Colombie-Britannique.

[Text]

The Chairman: Mr. Murta.

Mr. Murta: How does all that help somebody in British Columbia who is having a problem? I think it is a lot of bureaucracy.

Mr. Collette: Surely that was the thrust of Mr. Kelly's question, as to how it is monitored.

The Chairman: I think, Mr. Minister, the distinction that is being made in Mr. Kelly's question, if I may presume, is the distinction between implementation and effectiveness. How do you measure the effect of what you are doing, vis-à-vis how do you measure whether or not implementation is taking place according to the criteria of the program? We can go on for years implementing. It is a question of whether or not we are having a change; whether we are impacting on change in the direction that we want to go.

Mr. Johnson: If I may, three years ago there was an attitudinal study done across Canadian society. We have made a commitment to conduct another such study in the forthcoming year, which would provide us with some indications as to the success of the implementation of the policy at a global level, the acceptance among Canadians of multiculturalism; the changes that are taking place or not taking place in institutions, and whether that is perceived by Canadians and understood by Canadians. That is one tool that we have developed over the last six or eight years. This would be the second such poll of attitudinal survey across the country.

The Chairman: Mr. Lewycky.

Mr. Lewycky: Thank you very much, Mr. Chairman.

It is impossible to ask all the questions that you have on your 22-page submission for us and I am sure we will be reading it in greater detail. But I was wondering if I could maybe understand a little bit better, especially page 13, where you deal with the National Film Board—the funding to a black Canadian filmmaker with regard to the Jane-Finch community in North York. In your description of the funding and in terms of what the project was designed to achieve, you state that:

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However incorrect or misguided these perceptions may be—the perceptions of frustration, pent-up anger and inequality, with regard to social institutions . . .

However incorrect or misguided these perceptions may be, to ignore, suppress or otherwise attempt to dilute these expressions would be, in my view, unwise.

Are you suggesting by that that the pent-up frustrations expressed in that film were misguided or incorrect? I would like to understand that a bit better.

Then, in the final paragraph, you deal with the conference on visible minorities and the media and you say that this conference was designed:

to meet on the issue of racist remarks which were inadvertently broadcast

[Translation]

Le président: Monsieur Murta.

M. Murta: Comment tout cela peut-il venir en aide à quelqu'un en Colombie-Britannique qui a un problème? Tout cela, c'est de la bureaucratie, point final.

M. Collette: Mais M. Kelly demandait comment ces programmes étaient suivis.

Le président: Monsieur le ministre, M. Kelly, dans sa question, établissait une distinction entre l'application de ces programmes et leur efficacité. Comment mesurez-vous l'efficacité de ce que vous faites et non pas comment décidez-vous si les programmes sont mis en place en fonction des critères fixés? On peut établir des programmes pendant des années. Il s'agit de savoir si des changements ont lieu, et ce, selon l'orientation fixée.

M. Johnson: Il y a trois ans, on a effectué une étude sur les attitudes propres à la société canadienne. Nous nous sommes engagés à mener l'année prochaine une autre étude similaire qui nous permettra de constater si notre programme a connu un certain succès et à quel point les Canadiens acceptent l'idée du multiculturalisme. Cela nous permettra également de nous rendre compte si les institutions changent ou non et si ces changements sont bien perçus et compris des Canadiens. Voilà un programme que nous avons mis en place au cours des six à huit dernières années. On effectuerait donc un deuxième sondage sur les attitudes propres à la société canadienne.

Le président: Monsieur Lewycky.

M. Lewycky: Merci beaucoup, monsieur le président.

Il est impossible de vous poser toutes les questions que nous voudrions à propos de votre mémoire de 22 pages, mais soyez sûrs que nous le lirons avec plus d'attention plus tard. Mais je me demande si vous ne pourriez pas me donner davantage de détails à propos de l'Office national du film, page 13, et de la subvention accordée à un réalisateur canadien de race noire qui entend réaliser un film sur la communauté Jane-Finch à North York. Dans la description que vous faites du financement de ce projet et des objectifs qu'il était censé atteindre, vous dites:

Si erronées que soient de telles perceptions les frustrations, la colère réprimée, et l'inégalité, par rapport aux institutions sociales . . .

Si erronées que soient de telles perceptions, on serait mal avisé, selon moi, de ne pas en tenir compte ou d'en minimiser l'importance.

Voulez-vous dire que les frustrations réprimées qu'exprimait ce film n'étaient pas justifiées? Je voudrais un peu mieux comprendre.

Puis, au dernier paragraphe, vous parlez de la conférence sur les minorités visibles et les médias et vous dites que cette conférence avait pour but:

De discuter des propos racistes diffusés par mégarde

[Texte]

—on a radio station, and that . . .

This contributed to a settlement of the issue.

I was at that conference and they were picketing all around the building. I cannot really see how that conference really resolved that issue. Could you maybe enlighten me on your presentation in that regard?

Mr. Collenette: I must admit, Mr. Lewycky, I am very glad you raised that sentence. I went over this a couple of times and I did not pick that out. I must admit that I do not like the connotation we have in there. Mr. Johnson might want to expand on it. It does give the impression that we, in a sense, are taking an assessment, making a value judgment on it, and I do not like that. I am sorry that that appears. We should change the wording of that. That escaped my attention and I apologize.

On the other point, maybe Mr. Johnson could answer that, because he was involved—it was before I was the Minister—with the question.

Mr. Johnson: Right. In fact, that particular radio station has taken some very dramatic steps to ensure that its programming and its staff are now totally reflective of the multiracial reality that exists in Canada. I think that is the positive thing that came out of that particular incident. The demonstration that day was really to put pressure on the radio station and they have responded in a very positive sort of way.

Going back to the National Film Board and the film, I think the intent here is to say that the film was developed to portray the community's view of reality in Jane-Finch. Some parts of that community, and the larger Metropolitan Toronto community, do not necessarily see the behaviour in that community in the same light. There is some controversy about that. We are trying to convince the police, for example, that it is a legitimate view that they have to listen to. Their views are legitimate as well, but the community has expressed itself in a certain kind of way.

Mr. Collenette: I think that perhaps helps to clarify it a bit, but it still is unsatisfactory, as far as I am concerned, and I . . .

Mr. Lewycky: —see how they talk to the people.

Mr. Collenette: Yes, I am glad you raised it. I want to make sure, on the record, that we are changing it here and now, so that the wrong impression is not conveyed. We may just want to put it in terms of "whatever these perceptions", or "the truth of these perceptions"—rather than give the impression that we were taking one side. I regret that.

Mr. Lewycky: Okay.

On March 20 to 22, 1981, there was a conference with many recommendations, especially with regard to immigrant women. If I recall it correctly, in your presentation you talk about the economic situation that we are in, and perhaps immigrant women are being hit hardest even now. I am just wondering if you could tell me what kind of mechanism is being used, in regard to the concerns addressed and the recommendations of the immigrant women, to see that some action is taken. Do you

[Traduction]

. . . sur les ondes d'une station de radio, et que . . .

Cette rencontre a permis de régler la question.

J'ai assisté à cette conférence et des manifestants étaient partout. Je ne vois vraiment pas comment cette conférence a pu régler le problème. Vous pourriez peut-être m'aider à cet égard.

M. Collenette: Je dois admettre, monsieur Lewycky, que je suis heureux que vous ayez soulevé ce problème. J'ai lu ce document deux fois et je n'ai pas remarqué cette phrase. Je dois vous avouer que je n'aime pas beaucoup cette connotation. M. Johnson voudrait peut-être nous en parler davantage. On a l'impression que nous évaluons la situation, que nous portons jugement et je n'aime pas cela. Je suis désolé de cette impression. Nous devrions en modifier le libellé. Cela a échappé à mon attention et je m'en excuse.

Quant à l'autre partie de votre question, M. Johnson pourra peut-être y répondre car il s'en est occupé et à l'époque je n'étais pas ministre.

M. Johnson: Merci. Je dois dire que cette station de radio a pris d'importantes mesures dans le but de s'assurer que ses émissions et son personnel reflètent intégralement la réalité multiraciale du Canada. C'est là l'aspect positif de cet incident. La manifestation qui a eu lieu ce jour-là avait été organisée en fait dans le but d'exercer des pressions sur cette station de radio et ses responsables ont réagi de façon très positive.

Pour en revenir à l'Office national du film et au film en question, il a été réalisé dans le but de décrire la communauté de Jane-Finch par ceux qui y habitent. Certains éléments de cette communauté, ainsi que la région métropolitaine de Toronto, n'analysent pas nécessairement les comportements de cette communauté de la même façon. Certains litiges existent à cet égard. Nous essayons de convaincre la police, par exemple, qu'il s'agit là d'un point de vue légitime qu'elle doit écouter. Leur point de vue est tout aussi légitime, mais la communauté s'est exprimée d'une certaine façon.

M. Collenette: Cela peut-il contribuer à dissiper les malentendus, bien que cela demeure insatisfaisant pour ma part et je . . .

M. Lewycky: . . . il faut voir comment ils parlent aux gens.

M. Collenette: Oui, je suis heureux que vous ayez soulevé ce problème. Je voudrais m'assurer qu'on le change maintenant pour qu'une mauvaise impression ne soit pas donnée. On pourrait peut-être dire un simple mot «quelles que soient les perceptions» ou «la réalité de ces perceptions» au lieu de donner l'impression que nous portons jugement. Je le regrette.

M. Lewycky: Bien.

Du 20 au 22 mars 1981 s'est tenue une conférence dont sont sorties de nombreuses recommandations qui portaient en particulier sur les femmes immigrantes. Si je ne m'abuse, vous parlez dans votre mémoire de la situation économique actuelle et dites que les femmes immigrantes sont peut-être celles qui souffrent le plus de cette situation. Je me demande si vous pourriez me dire quelles mesures vous avez prises pour répondre à ces préoccupations et pour donner suite aux

[Text]

have a committee or anything actively pursuing these recommendations? What success has there been to date with regard to monitoring these types of recommendations that come to the department?

Mr. Collette: Many of the recommendations contained in that report, Mr. Lewycky, do have an impact on a provincial jurisdiction. That is an area we are monitoring with the people in the provinces. We have a good relationship with the provinces in the whole area of multiculturalism.

Mr. Lewycky: I am referring to the ones that are specifically addressed to the Multiculturalism Directorate—there are at least a dozen.

• 1120

Mr. Collette: Those dealing with the directorate are being dealt with right now. I met with the follow-up group that was established as a result of the conference—I met them last week in fact—and we have agreed on ways where we can perhaps put some additional resources into answering their concerns and perhaps having a follow-up conference so the impetus established at that conference is not lost.

I mentioned earlier the immigrant integration area that we are looking into and that will require additional funding, if Cabinet agrees to it, that would go some way to addressing the concerns raised in that report.

Mr. Lewycky: The final question is again with monitoring. On page 10 of your report you talk about multiculturalism in Canada being given the responsibility of chairing an interdepartmental committee monitoring the policy, which I presume is this policy here. I wonder if you could just tell us whether this particular aspect will be in the new multiculturalism act, or at least whether thought has been given to that, and how many meetings this interdepartmental committee has been having and what success it is achieving.

Mr. Collette: That specifically would probably not be addressed in those terms, but in the act we are looking at the obligations of the multiculturalism policy. I believe one of those obligations would be in the advocacy role, and that would come under the advocacy role.

Mr. Lewycky: Can you tell me how many times the committee has met?

The Chairman: Excuse me, Mr. Lewycky. I have a problem with balance again.

Mr. McCauley: Tilting too much to the left.

The Chairman: I am trying to be fair in the number of questions I have allowed. I recognize that the minister has indicated he is available for the morning, but there is other work of the committee that we have to get to. I have been rather stringent on colleagues like Mr. Kelly. I really think I must bring it to an end.

Mr. Lewycky: We will get him before estimates anyway so it is no problem.

[Translation]

recommandations sur les femmes immigrantes. Un comité ou une autre institution étudie-t-il ces recommandations? Quelle suite a été donnée aux recommandations qui sont parvenues au Ministère?

M. Collette: De nombreuses recommandations qui figurent dans ce rapport, monsieur Lewycky, ont un impact à l'échelle provinciale. Nous les étudions en collaboration avec les autorités provinciales et je dois dire que nous entretenons de bons rapports avec elles dans le domaine du multiculturalisme.

M. Lewycky: Je fais plus particulièrement allusion aux recommandations qui s'adressent à la Direction du multiculturalisme; il y en a environ une douzaine.

M. Collette: Les recommandations concernant la Direction sont étudiées actuellement. La semaine dernière, précisément, j'ai rencontré le groupe qu'on a formé après la conférence pour s'occuper du suivi et nous nous sommes mis d'accord sur la façon dont on peut peut-être injecter des ressources supplémentaires pour répondre aux besoins qui ont été repérés et, notamment, nous songeons à une nouvelle conférence pour que l'acquis de la première ne soit pas perdu.

J'ai parlé plus tôt de l'intégration des immigrants dont nous occupons et qui exigera des fonds supplémentaires. Si le Cabinet donne son approbation, cela nous permettrait de concrétiser les recommandations contenues dans ce rapport.

M. Lewycky: Ma dernière question porte sur la surveillance. À la page 10 de votre rapport, vous parlez de la possibilité de demander à des responsables du multiculturalisme au Canada de présider un comité interministériel de surveillance de la politique, et je suppose qu'il s'agit de votre politique. Pouvez-vous nous dire si cela sera prévu dans les dispositions de la nouvelle Loi sur le multiculturalisme ou si l'on a songé à cette possibilité? Combien de séances ce comité interministériel a-t-il tenues et quelle en a été l'issue?

M. Collette: Nous n'allons probablement pas prévoir cela dans les dispositions de la loi, mais de fait, la loi portera sur les exigences de la politique du multiculturalisme. Je crois qu'une de ces exigences serait le rôle de défenseur de la politique.

M. Lewycky: Combien de fois le Comité s'est-il réuni?

Le président: Excusez-moi, monsieur Lewycky. Je fais de nouveau face à un problème d'équilibre.

M. McCauley: Vous penchez trop vers la gauche.

Le président: J'essaie d'être juste. Je sais que le ministre a dit qu'il pouvait rester toute la matinée, mais nous devons passer à d'autres affaires concernant le Comité. J'ai été assez ferme à l'égard d'autres collègues, de M. Kelly notamment. Je me vois obligé de vous interrompre.

M. Lewycky: Étant donné que le ministre viendra avant l'étude des prévisions budgétaires, je ne vois pas d'inconvénient.

[Texte]

The Chairman: I wonder if I might ask in advance of our reaching the end of our session with you this morning that your staff provide us with copies of the statement you read this morning.

Mr. Collenette: That is now available, is it not? In both languages?

The Chairman: Have they now arrived? Okay, that is good.

Secondly, and this I think certainly arises from the comment that you made yourself and that gave rise to the short exchange that took place between Mr. Paproski and yourself, I think I would like just to make this comment and perhaps afford the opportunity for you to respond. You will know that one of the criticisms that have been made of this particular committee in its setting up was the fact that there were white faces around this table. One of the criticisms made, which, quite frankly, I rejected as chairman of this committee, is that the white faces around this table could not be sensitive to the issue and that in fact somehow our being white was a handicap to our being able to deal with the issue. If in fact it was a handicap, I think the sensitization this committee has undergone with the process of listening and hearing the people across Canada has permitted us to overcome it.

I detected, and I suspect in part by accident . . . and if I am being unfair in terms of imputing a motive or intent then I withdraw, but I just find it difficult to accept that members of Parliament sensitive to an issue could not in fact understand that issue, particularly as this committee has spent such a great amount of time and has expended such great effort to understand and be sensitive to the issue. If in fact, as I say, I have misunderstood the statement, then I retract it.

Finally, I would just like to say that the entire range of discussion that has taken place this morning has been most helpful to us. You will understand that we are very deeply involved now in the discussion aspect of the report in preparation for the writing thereof. A number of the issues raised this morning by yourself and by the questions put by the committee members are at the very centre of the debate we are now undertaking, and the fact that you came before us this morning and responded in a frank manner to the questions we put, indeed added to the grist for our mill by the statement you have made, has been most helpful. I, on behalf of the committee members, want to thank you and your staff for having done that.

• 1125

Mr. Collenette: Thank you very much, Mr. Chairman. I do not know whether you wanted me to answer your particular . . .

The Chairman: If you care to, please; I encourage you to.

Mr. Collenette: I would not want to leave a false impression on the record, but I think I did give that when I talked about the so-called white faces on the committee. I did so in response to Mr. Kelly's problem—Mr. Kelly's question.

[Traduction]

Le président: Avant que la séance ne soit terminée ce matin avec vous, puis-je vous demander que votre personnel nous donne des exemplaires de la déclaration que vous avez lue.

M. Collenette: Mais nous vous les avons déjà fournis, n'est-ce pas? Dans les deux langues?

Le président: Les avons-nous? D'accord, très bien.

Maintenant, étant donné une remarque que vous avez faite vous-même et qui a été l'occasion d'un échange entre vous-même et M. Paproski, je voudrais ajouter quelque chose et peut-être vous donner l'occasion de répondre. Vous savez qu'une des critiques que l'on a adressées à notre Comité est le fait qu'il est formé uniquement de visages pâles. Une des critiques que l'on a adressées, et en toute franchise à titre de président du Comité je ne l'accepte pas, est que les visages pâles réunis autour de cette table ne pouvaient pas comprendre le problème et, qui plus est, puisque nous étions blancs, cela représentait un inconvénient quand il s'agissait de s'occuper de ce problème. Si, effectivement, c'était un inconvénient, je pense que désormais, après les réunions qui ont permis aux membres du Comité d'entendre des témoins partout au Canada, nous pouvons dire que nous sommes sensibilisés et que nous avons surmonté cet inconvénient.

J'ai pu remarquer, je suppose que c'est en partie par hasard . . . si je suis injuste quand il s'agit de déterminer un motif ou une intention, je me rétracte. Je trouve cependant difficile d'accepter que les députés sensibilisés à une question ne pourraient pas la comprendre surtout quand on sait que les membres du Comité ont passé beaucoup de temps et ont consacré beaucoup d'efforts pour précisément comprendre le problème et s'y sensibiliser. Si de fait j'ai mal compris la déclaration, je me rétracte.

En terminant, je tiens à signaler que la discussion que nous avons eue ce matin nous a été très utile. Vous savez qu'actuellement nous sommes en train de préparer notre rapport, de le rédiger. Un certain nombre des questions que vous avez soulevées ce matin et que d'autres membres du Comité ont soulevées sont au coeur même du débat que nous lançons et le fait que vous soyez venus ce matin répondre franchement à nos questions et que vous ayez apporté de l'eau à à notre moulin par votre déclaration, nous sera de la plus haute utilité. Au nom des membres du Comité, je tiens à vous remercier vous et votre personnel d'être venus.

M. Collenette: Merci beaucoup, monsieur le président. Je ne sais pas si vous voulez que je réponde à votre . . .

Le président: Si vous en avez envie, je vous exhorte à le faire.

M. Collenette: Je ne voudrais pas qu'on se méprenne, mais je pense que quand j'ai parlé des visages pâles au Comité, j'ai donné une impression erronée. C'était en réponse à une question de M. Kelly.

[Text]

Mr. Kelly: No problem.

Mr. Collenette: You know, it is a fact of life that the House of Commons is not reflective of the visible minority composition in the country. I am not denigrating the members. I have worked with all of you for many, many years, and I have a great respect, especially you, Mr. Chairman, we came in together in 1974, for you and the other members of the committee. So I do not denigrate any of your sincerity in this, or indeed my own sincerity as minister in dealing with the problems of the visible minorities. But the fact of the matter is, notwithstanding how much we study, and listen and talk, it is perhaps extremely difficult for us to fully understand the true nature of discrimination that is felt. I think that was the essence of Mr. Kelly's question. We may see it in a logical way, but we . . . I am talking about myself and you as members of the committee—have not been through that ourselves by virtue of our racial origin. It is not to denigrate the committee; it is just simply a statement of bold fact.

The Chairman: Mr. Minister, I accept what you said absolutely. I do not for a moment suggest that it is not very difficult. I had read in the first comment or phrase that you described it by that it was not only difficult, it might be impossible for us to appreciate it. I accept certainly that it is very difficult.

Mr. Collenette: Thank you for having me here. I enjoyed the opportunity to answer your questions.

The Chairman: Thank you, sir.

To the members of the committee, we will perhaps spend three or four minutes and then we will recommence.

[Translation]

M. Kelly: Ne vous en faites pas.

M. Collenette: Il faut reconnaître que la Chambre des communes ne témoigne pas de la présence des minorités visibles au pays. En disant cela, je ne dénigre pas les députés. Il y a plusieurs années que je travaille avec vous et vous m'inspirez le plus grand respect, vous tous, membres du Comité, et vous monsieur le président, qui avez été élu en même temps que moi en 1974. Je ne mets pas en cause votre sincérité pas plus que la mienne propre, à titre de ministre, quand il s'agit des problèmes des minorités visibles. Il n'en demeure pas moins que même si nous étudions la question, même si nous écoutons et nous dialoguons intensément, il nous est peut-être très difficile de comprendre totalement la véritable nature de la discrimination qui est ressentie. C'était en substance la question de M. Kelly. Nous pouvons peut-être comprendre le problème du point de vue logique mais nous, et je parle de moi-même et des membres du Comité, nous n'avons jamais vécu ce problème étant donné notre origine raciale. Je ne critique pas les membres du Comité mais je constate tout simplement un fait.

Le président: Monsieur le ministre, j'accepte entièrement ce que vous avez dit. Je ne prétends absolument pas que cela est facile. De votre première remarque, j'avais compris que vous disiez que ce n'était pas seulement difficile mais que c'était peut-être impossible que nous comprenions. Je reconnais que c'est très difficile.

M. Collenette: Merci de m'avoir invité. J'ai été ravi de pouvoir répondre à vos questions.

Le président: Merci, monsieur.

Messieurs les membres du Comité, nous ferons une pause de trois ou quatre minutes et nous reprendrons nos travaux.



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WITNESSES—TÉMOINS

From the Secretary of State—Multiculturalism:

Mr. Kerry Johnson, Director;
Mr. Dhiru Patel, Chief, Race Relations.

Du Secrétariat d'État—Multiculturalisme:

M. Kerry Johnson, directeur;
M. Dhiru Patel, chef, relations interraciales.

HOUSE OF COMMONS

Issue No. 3

Tuesday, January 17, 1984
 Thursday, January 19, 1984
 Tuesday, January 24, 1984
 Thursday, January 26, 1984
 Tuesday, February 7, 1984
 Wednesday, February 8, 1984
 Thursday, February 9, 1984
 Monday, February 13, 1984
 Thursday, February 16, 1984
 Friday, February 17, 1984
 Thursday, February 23, 1984

Chairman: Bob Daudlin, M.P.

CHAMBRE DES COMMUNES

Fascicule n° 3

Le mardi 17 janvier 1984
 Le jeudi 19 janvier 1984
 Le mardi 24 janvier 1984
 Le jeudi 26 janvier 1984
 Le mardi 7 février 1984
 Le mercredi 8 février 1984
 Le jeudi 9 février 1984
 Le lundi 13 février 1984
 Le jeudi 16 février 1984
 Le vendredi 17 février 1984
 Le jeudi 23 février 1984

Président: Bob Daudlin, député

Minutes of Proceedings of the Special Committee on

Participation of Visible Minorities in Canadian Society

Procès-verbaux du Comité spécial sur la

Participation des Minorités visibles à la Société canadienne

RESPECTING:

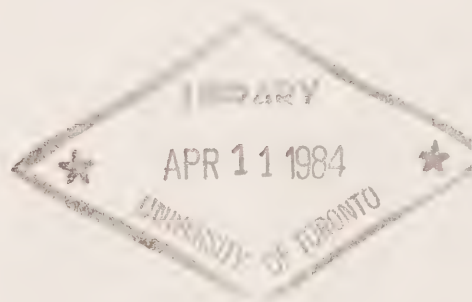
Order of Reference

CONCERNANT:

Ordre de renvoi

Second Session of the
Thirty-second Parliament, 1983-84

Deuxième session de la
trente-deuxième législature, 1983-1984



SPECIAL COMMITTEE ON
THE PARTICIPATION OF
VISIBLE MINORITIES
IN CANADIAN SOCIETY

Chairman: Bob Daudlin

Vice-Chairman: Gary McCauley

COMITÉ SPÉCIAL SUR LA
PARTICIPATION DES
MINORITÉS VISIBLES A
LA SOCIÉTÉ CANADIENNE

Président: Bob Daudlin

Vice-président: Gary McCauley

MEMBERS/MEMBRES

Norm Kelly
Laverne Lewycky
Gus Mitges

Steve Paproski
Michel Veillette—(7)

(Quorum 4)

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee

1. CORRIGENDUM:

On motion of Mr. Veillette, it was agreed,—That a Corrigendum be printed to strike out on page 4:25, in the left column, lines 42 and 43, “58 rides around the universe” and to substitute “5 to 8 trips around the world”.

2. ERRATUM:

Issue No. 4:25 paragraph 3:

the word “nigger” should replace the word “negro”

Issue No. 19 back cover—should read:

“From the United Council of Philippino Associations: Dr. Reg Pagtakhan”

Mr. Bill Shead

Dr. Rodney Clifton and Professor Stella Hryniuk

Mrs. Leatrice Lam

Mr. Jeremy Hull

Issue 22:3 (French) line 2:

“à la société canadienne se réunit aujourd’hui à Yellowknife”

should read:

“à la société canadienne se réunit aujourd’hui à Whitehorse”

Issue 25:72:

Helen Gooberman should read: Mary Ellen Goodman

Issue 25:77:1425:

“I am the principal” should read: “I and the principal”

1. CORRIGENDUM:

Sur motion de M. Veillette, il est convenu, Que par le biais d’un corrigendum apporté aux lignes 42 et 43, page 25, on substitue les mots «j’ai fait de cinq à huit fois le tour du monde» aux mots «j’ai fait 58 fois le tour de la terre».

2. ERRATUM:

Fascicule 4, page 25, alinéa 3:

le mot «Nègre» remplacera le mot «Noir».

Fascicule 19, au revers, lire:

Du «United Council of Philippino Associations: M. Reg Pagtakhan»

M. Bill Shead

M. Rodney Clifton et le professeur Stella Hryniuk

M^{me} Leatrice Lam

M. Jeremy Hull.

Fascicule n° 22, page 3 (français), ligne 2:

Lire «à la société canadienne se réunit aujourd’hui à Whitehorse»

au lieu de

«à la société canadienne se réunit aujourd’hui à Yellowknife»

Fascicule n° 25, page 72:

Lire «Mary Ellen Goodman» au lieu de «Helen Gooberman»

Fascicule n° 25, page 77, ligne 1425:

Lire «I and the principal» au lieu de «I am the principal».

MINUTES OF PROCEEDINGS

TUESDAY, JANUARY 17, 1984

(11)

[Text]

The Special Committee on the Participation of Visible Minorities in Canadian Society met, *in camera*, at 3:50 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, McCauley, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director, and Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983 (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 4:59 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, JANUARY 19, 1984

(12)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 10:53 o'clock a.m. this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 11:10 o'clock a.m. the sitting was suspended.

At 11:14 o'clock a.m. the sitting resumed.

At 11:16 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING

(13)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:27 o'clock p.m. this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Lloyd Stanford, Research Officer; Jack

PROCÈS-VERBAL

LE MARDI 17 JANVIER 1984

(11)

[Traduction]

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 50, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, McCauley, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude, et Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 16 h 59, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 19 JANVIER 1984

(12)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 10 h 53, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Jack Kehoe, directeur; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 11 h 10, le Comité interrompt les travaux.

A 11 h 14, le Comité reprend les travaux.

A 11 h 16, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI

(13)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 27, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Lloyd Stanford, chargé de recherche;

Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern, Suzing Hum, Research Officer.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:06 o'clock p.m., the Committee adjourned to the call of the Chair.

TUESDAY, JANUARY 24, 1984
(14)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:40 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and Mitges.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director, Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 3:53 o'clock p.m., the sitting was suspended.

At 4:55 o'clock p.m., the sitting resumed.

At 5:33 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, JANUARY 26, 1984
(15)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:52 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director, Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 11:35 o'clock a.m., the Committee adjourned to the call of the Chair.

Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire, Suzing Hum, chargée de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 17 h 06, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MARDI 24 JANVIER 1984
(14)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 40, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Mitges.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude, et Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 15 h 53, le Comité interrompt les travaux.

A 16 h 55, le Comité reprend les travaux.

A 17 h 33, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 26 JANVIER 1984
(15)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 52, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 11 h 35, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

AFTERNOON SITTING

(16)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:45 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and Mitges.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Jack Kehoe, Study Director; Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 3:55 o'clock p.m., the Committee adjourned to the call of the Chair.

TUESDAY, FEBRUARY 7, 1984

(17)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera*, at 10:53 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and Mitges.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 12:25 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING

(18)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:52 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley and Mitges.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

SÉANCE DE L'APRÈS-MIDI

(16)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 45, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Mitges.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Jack Kehoe, directeur de l'étude; Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 15 h 55, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MARDI 7 FÉVRIER 1984

(17)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 10 h 53, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Mitges.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 12 h 25, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI

(18)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 52, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley et Mitges.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

At 6:07 o'clock p.m., the Committee adjourned to the call of the Chair.

WEDNESDAY, FEBRUARY 8, 1984
(19)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:50 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:50 o'clock p.m., the Committee adjourned to the call of the Chair.

TUESDAY, FEBRUARY 9, 1984
(20)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 8:30 o'clock a.m. this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 10:58 o'clock a.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING
(21)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:38 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes*

A 18 h 07, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MERCREDI 8 FÉVRIER 1984
(19)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 50, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 17 h 50, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MARDI 9 FÉVRIER 1984
(20)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 8 h 30, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Jeffrey Brooke, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

Le comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 10 h 58, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI
(21)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 38, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

of *Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:43 o'clock p.m., the Committee adjourned to the call of the Chair.

MONDAY, FEBRUARY 13, 1984
(22)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:45 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 7:15 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, FEBRUARY 16, 1984
(23)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:50 o'clock a.m., this day, the Chairman Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Paproski.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 12:50 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING
(24)

The Special Committee on the Participation of Visible Minorities in Canadian Society met at 3:56 o'clock p.m., this day, the Chairman Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Paproski and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Suzing Hum, Research Officer; Jack Kehoe, Study Director.

Le Comité reprend l'étude d'un projet de rapport.

A 17 h 43, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE LUNDI 13 FÉVRIER 1984
(22)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 45, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 19 h 15, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 16 FÉVRIER 1984
(23)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 50, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Paproski.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 12 h 50, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI
(24)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit, ce jour à 15 h 36, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Paproski et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche; Suzing Hum, chargée de recherche; Jack Kehoe, directeur de l'étude.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:48 o'clock p.m., the Committee adjourned to the call of the Chair.

FRIDAY, FEBRUARY 17, 1984
(25)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 8:10 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky and Paproski.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers; Jack Kehoe, Study Director.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of its draft report.

At 9:45 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, FEBRUARY 23, 1984
(26)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:50 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 12:40 o'clock p.m., the Committee adjourned to the call of the Chair.

AFTERNOON SITTING
(27)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:46 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Brooke Jeffrey, Philip Rosen, Research Officers.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 17 h 48, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE VENDREDI 17 FÉVRIER 1984
(25)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 8 h 10, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Paproski.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey et Philip Rosen, chargés de recherche; Jack Kehoe, directeur de l'étude.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 9 h 45, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 23 FÉVRIER 1984
(26)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 50, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 12 h 40, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

SÉANCE DE L'APRÈS-MIDI
(27)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 46, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky et Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Brooke Jeffrey, Philip Rosen, chargés de recherche.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

At 5:35 o'clock p.m., the Committee adjourned to the call of the Chair.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'étude d'un projet de rapport.

A 17 h 35, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee



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CANADA
HOUSE OF COMMONS

REPORT OF THE SPECIAL COMMITTEE
ON VISIBLE MINORITIES IN CANADIAN SOCIETY

BOB DAUDLIN, M.P.
CHAIRMAN

MARCH 1984

HOUSE OF COMMONS

Issue No. 4

Thursday, March 8, 1984

Chairman: Bob Daudlin, M.P.

CHAMBRE DES COMMUNES

Fascicule n° 4

Le jeudi 8 mars 1984

Président: Bob Daudlin, M.P.

*Minutes of Proceedings and Evidence
of the Special Committee on*

*Procès-verbaux et témoignages du
Comité spécial sur la*

Participation of Visible Minorities in Canadian Society

Participation des Minorités visibles à la Société canadienne

RESPECTING:

Order of Reference

CONCERNANT:

Ordre de renvoi

INCLUDING:

The First Report to the House

Y COMPRIS:

Le premier rapport à la Chambre

Second Session of the
Thirty-second Parliament, 1983-84

Deuxième session de la
trente-deuxième législature, 1983-1984

SPECIAL COMMITTEE ON THE PARTICIPATION OF VISIBLE MINORITIES IN CANADIAN SOCIETY

Chairman: Bob Daudlin

Vice-Chairman: Gary McCauley

MEMBERS/MEMBRES

Norm Kelly
Laverne Lewycky

Gus Mitges

COMITÉ SPÉCIAL SUR LA PARTICIPATION DES MINORITÉS VISIBLES À LA SOCIÉTÉ CANADIENNE

Président: Bob Daudlin

Vice-président: Gary McCauley

Steve Paproski

Michel Veillette—(7)

(Quorum 4)

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee

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Les Bazo—Vancouver, British Columbia

Jean-Marc Carisse—Ottawa, Ontario

Maureen Dobbin—Ottawa, Ontario

Arne Glassbourg—Montreal, Quebec

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**SPECIAL COMMITTEE ON PARTICIPATION OF
VISIBLE MINORITIES IN CANADIAN SOCIETY**

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Essex-Kent (Ontario)



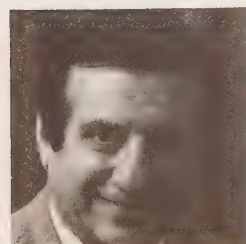
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JACK KEHOE
Study Director



DOROTHY WILLS
Research Associate



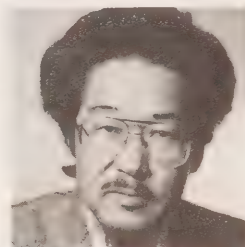
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**SPECIAL COMMITTEE ON PARTICIPATION
OF VISIBLE MINORITIES IN CANADIAN
SOCIETY (TASK FORCE)**

ORDER OF REFERENCE

HOUSE OF COMMONS
Tuesday, December 13, 1983

ORDERED,—

That a Special Committee consisting of Mr. Daudlin, Mr. Kelly, Mr. Lewycky, Mr. McCauley, Mr. Mitges, Mr. Paproski and Mr. Veillette to act as a Parliamentary Task Force on Participation of Visible Minorities in Canadian Society, be appointed to examine the subject-matter described by its title, and in particular:

- (1) to seek positive and constructive ideas and models pertaining explicitly to ameliorating relations within Canada between visible minority and other Canadians;
- (2) to identify and investigate positive examples and models of the promotion of harmonious relations between visible minority Canadians and other Canadians, particularly in institutional areas, and find ways and means of improving those relations;
- (3) to seek the views that contribute constructively and positively to the promotion of racial tolerance, understanding and harmony of concerned voluntary, community and minority groups and organizations and individuals, as well as business, professional and trade associations, labour unions, public and private institutions and relevant specialists;
- (4) within a general review to consider Federal Government policies and programs in the area of race relations;
- (5) to recommend the development of positive programs that the Committee finds necessary to promote racial understanding, tolerance and harmony in Canadian society; and
- (6) to encourage the continuation of the dialogue that will be initiated, in a climate that is open and constructive.

That the Committee report no later than six months after its membership is named;

That the Committee have all of the powers provided to standing committees pursuant to Standing Order 69(8);

That the Committee have the power to retain expert, professional, technical and clerical staff and that for these purposes the Committee be deemed never to have ceased to exist;

That the Committee be empowered to adjourn from place to place within Canada;

That the evidence adduced by the Committee in the First Session of the present Parliament be deemed to have been referred to the Committee; and

That the provisions of sections (4) and (9) of Standing Order 69 of the House of Commons should be suspended, unless otherwise agreed to by this Committee.

ATTEST

C. B. KOESTER
The Clerk of the House of Commons

The Special Committee on Participation of Visible Minorities in Canadian Society has the honour to present its

FIRST REPORT

In accordance with its Order of Reference of December 13, 1983, your Committee has considered the issues before it and submits the following report. Your Committee urges the Government to consider the advisability of implementing the recommendations contained herein and, pursuant to Standing Order 69(13), requests that the Government table a comprehensive response to this report.

ACKNOWLEDGMENTS

The Special Committee on Participation of Visible Minorities in Canadian Society received its mandate from Parliament on June 27, 1983. Since that time, the Committee has heard testimony from a wide cross-section of interest groups and regional representatives on the many issues related to the participation of visible minorities in Canada. We wish to extend special thanks to the witnesses who appeared before us in Ottawa and in the nine other Canadian cities we visited (See Appendix A).

We are also grateful for the many briefs and submissions we received from groups and for the many letters sent by individuals (See Appendix B). This process of consultation has been invaluable in helping the Special Committee recommend a course of action which will bring equitable treatment to those not currently receiving it.

The Special Committee acknowledges with thanks the excellent work of its dedicated central staff and the long hours they devoted to this study. We wish to thank the Clerk of the Committee, Judith LaRocque, who managed the administrative, financial and logistical considerations of the inquiry and the Study Director, Jack Kehoe, who supervised the research team and organized the analysis of the submissions.

The Special Committee expresses its special thanks to the following research associates and consultants: Dorothy Wills, Montreal; Suzing Hum, Ottawa; Saul Arbess, Victoria; Keith Lowe, Toronto; Lloyd Stanford, Ottawa; Harish Jain, Hamilton and Harbans Narang, Regina. The Committee also appreciates the assistance provided by the Research Branch of the Library of Parliament and, particularly, the work of Brooke Jeffrey, Philip Rosen and Estelle Reed. The graphics and design are the work of Dan Sullivan.

The Special Committee would like to thank the staff of the Committees and Private Legislation Directorate, the Translation Bureau of the Secretary of State Department and the other services of the House of Commons that have provided administrative and technical support.

Finally, the Special Committee would like to acknowledge the contribution of the Honourable Jim Fleming whose concern and foresight led to the formation of this Committee.

REPORT OF THE SPECIAL COMMITTEE ON PARTICIPATION OF VISIBLE MINORITIES IN CANADIAN SOCIETY

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Canada will be the ultimate loser if we do not take advantage of the skills and abilities which visible minority Canadians have to offer.



Most visible minorities are not participating fully in Canadian society. Opportunities are being denied because visible minorities are frequently believed to be from a different culture and it is believed they will not "fit" the structures of public and private institutions in Canada. One need only look at the employment practices of police departments, fire departments, government services, universities, the media and private companies to see that visible minorities are consciously or unconsciously denied full participation in almost all Canadian institutions. Visible minorities are, in fact, the invisible members of our society. Canada will be the ultimate loser if we do not take advantage of the skills and abilities which visible minority Canadians have to offer.

The government must now consciously choose to remove all roadblocks preventing the full participation of all citizens in the cultural, social, economic, and political life of the country.

Canada stands on the threshold of a new era. In a country with a long history of innovation, accommodation and tolerance, the challenge of an increasingly multicultural and multiracial society is one which can and should be met head-on. In the same way that previous generations overcame the problems posed by regional and linguistic differences through the creation of a federal system of government and the adoption of an official policy of bilingualism, the government must now consciously choose a course of action which will ensure that there are no roadblocks preventing the full participation of all citizens in the cultural, social, economic and political life of the country. The Special Committee on the Participation of Visible Minorities in Canadian Society was charged by Parliament with the responsibility for charting this course for Canada's visible minorities.

This report is one blueprint for the realization of the long-standing ideal that the circle of Canadian life should embrace all Canadians equally, an ideal first spelled out as formal government policy on October 8, 1971, when Prime Minister Trudeau tabled the government's response to Book IV of the report of the Royal Commission on Bilingualism and Biculturalism in the House of Commons.

We believe that cultural pluralism is the very essence of Canadian identity. Every ethnic group has the right to preserve and develop its own culture and values within the Canadian context. To say we have two official languages is not to say we have two official cultures, and no particular culture is more official than another. A policy of multiculturalism must be a policy for all Canadians.

Much of the evidence received by the Committee urged that this policy be put into effect for all Canadians, including visible minorities.

Institutions can unintentionally restrict the life chances of non-white individuals through a variety of seemingly neutral rules, regulations and procedures.



For the purpose of this report, visible minorities have been defined as non-whites who are not participating fully in Canadian society. The approximate non-white population of Canada is 1,864,000 or 7 per cent of the population. These figures include the aboriginal people, Canadians with origins in Africa, Arab countries, China, India, Pakistan, Japan, Korea, South East Asia, Latin America, the Pacific Islands, the West Indies and the Philippines. The Committee did hear from other groups of Canadians who are white, but are identifiable because of their name, language, mode of dress, or because historically they were victims. Their submissions are reflected in the recommendations of the Committee's final report.

It is generally perceived by Canadians that Canada has, when compared with other countries, an enviable record in the area of race relations. There are very few laws, or rules, in institutions that overtly deny equality of access to visible minority Canadians. Studies have

shown that there are significant numbers of Canadians who are not racists and who would not consciously deny equality of opportunity. Nevertheless we are a flawed society. Research has shown that as many as 15 per cent of the population exhibit blatantly racist attitudes, while another 20-25 per cent have some racist tendencies. Moreover, even those individuals who are very tolerant can, with the best of intentions, engage in racism without knowing it or meaning to do so. Similarly, institutions can unintentionally restrict the life chances of non-white individuals through a variety of seemingly neutral rules, regulations and procedures.

The demand for full participation is not a recent phenomenon, but it has gained momentum in the past twenty years.

Yet the make-up of the Canadian population has always been multicultural and multiracial. When Europeans first came to this area of the world there were over fifty Inuit and native Indian cultures in existence. It is also the case that the demand for full participation in Canadian society by citizens whose culture is neither French nor English in origin is not a recent phenomenon. The demand for equal participation has, however, gained momentum in the last 20 years. Those developments provide the background for the establishment of the Parliamentary Committee on the Participation of Visible Minorities in Canadian Society.

The spark that ignited the increase in activity was the 1963 Royal Commission on Bilingualism and Biculturalism. One of the terms of reference of the Commission was to examine the ways in which Canadians of non-British and non-French origin have taken their place "within the two societies that have provided Canada's social structures and institutions". The terms of reference seemed to have been included as an afterthought and strong opposition developed among ethnic minorities, particularly in the Prairie provinces, because they believed they were being treated as second-class citizens. As a condition for the acceptance of two official languages the demand was made for a greater recognition of the positive cultural and linguistic rights of ethnic minorities. When the Official Languages Act was introduced in October, 1968, the Prime Minister's speech contained the disclaimer that we have two official languages in a pluralistic society. When the legislation came into force in September, 1969, the backlash, particularly in western Canada, led the government to conclude that an overly literal interpretation of the bilingualism formula would lend support to the "two nations" concept. That was considered unacceptable. The result was a formal multicultural policy for Canada introduced in October, 1971, as an official response to the recommendations contained in Book IV of the Bilingual and Bicultural Commission Report. The policy objectives included: support for all of Canada's cultures; assisting members of all cultural groups to overcome cultural barriers to full participation in Canadian society; promoting creative encounters and interchange among all Canadian cultural groups; and assisting immigrants to acquire at least one of Canada's official languages. A year later, the Multiculturalism Directorate was established in the Secretary of State Department and a Minister of State for Multiculturalism was appointed.

The structure of the Directorate remained unchanged until 1981, when the existence of both overt and covert racism in Canadian society resulted in the federal government announcement of a national program to combat racism and the establishment of a Race Relations Unit within the Multiculturalism Directorate. The increase in racism was attributed in part to Canada's immigration policy, which increased the numbers of Canadians with origins in the West Indies and India. Once the Race Relations Unit was established, the then Minister of State for Multiculturalism undertook a number of initiatives, which ultimately led to the formation of the Special Committee on the Participation of Visible Minorities in Canadian

Society. The Minister supported a National Conference on Visible Minorities and the Media, a National Symposium on Race Relations and the Law, and commissioned situation reports for 11 cities across Canada. The purpose of these reports was to obtain a non-quantitative idea of the kinds of problems that communities in Canada face in the area of race relations.

There is evidence of racially discriminatory mechanisms that provide different advantages and benefits to people of different races.

The results of the various studies and the recommendations of the conferences suggested the need for a high-profile, non-partisan search by Parliament for positive, constructive models, which promote harmonious relations between visible minority Canadians and other Canadians, and for ways to increase the participation of visible minorities in all aspects of Canadian society. The Committee was established and given its particular mandate specifically because there was already ample evidence of denial of equality of opportunity to visible minorities. There is evidence of an unequal distribution of economic, political, and social benefits. There is evidence in public opinion polls, which show that some white Canadians have negative attitudes toward visible minorities. There is evidence of racially discriminatory mechanisms that provide differential advantage and privilege to people of different races. There is also evidence of cultural values, norms, and behaviour of visible minorities which lead them to be discriminated against. At the same time, values highly cherished by the majority are often considered the only acceptable ones.

The Committee was mandated to seek solutions but discovered it was not possible to seek solutions without the context of a sometimes vividly stated problem. In Whitehorse, Margaret Joe stated, "I have first of all to tell you about the problems before I can tell you about anything constructive that you might want to hear. It would be very nice if we were able to wave a magic wand and the troubles of racism would be all over". The Committee started off looking for positive models and was encouraged by those that were presented. Nevertheless it must be said Members had expected to find more positive models than they did.

One of the first issues that became evident as the Committee examined briefs and heard testimony was that different visible minorities were not participating in Canadian society for different reasons. For example, some visible minorities were disproportionately unemployed, while others were employed but not in keeping with their qualifications. Some were in well-paid, high-technology positions but not in decision-making or management. Some were unemployed because of the non-assertive nature of their culture, while others were not participating because their aggressive business practices were deemed far outside the Canadian norm. The Committee has attempted to fine-tune its recommendations to account for these variations in the reasons for being denied full participation in Canadian society.

A second difficult issue that confronted the Committee is the notion held by many Canadians that those who have been here for many generations are entitled to more opportunities than those who have been here for a short period of time. A number of witnesses who appeared before the Committee agreed with the principle of differential treatment for themselves and other recent immigrants, but clearly rejected the principle being applied to their children. The Committee would like to dissuade all Canadians from the belief that citizens of Canada whose heritage is long are somehow entitled to more opportunity than those citizens whose Canadian heritage is just beginning. All citizens of Canada are entitled to equality of opportunity.

A third concern that emerged was that, for the most part, visible minority Canadians belong to cultures that are neither English nor French. In those cases where they are a visible minority and raised in either a French or English milieu, they are still perceived to be from another culture by other Canadians. Regardless of how long visible minorities have been in this country, they are perceived to have been here for a short time.

Canadian society is in reality a “vertical mosaic” with some pieces raised above the others.

A tension exists in Canadian society between the original European partners in Confederation, who dominate Canadian institutions, and the other peoples who wish to share fully in the institutional life of the country. Inherent in the notion of the diversity of Canadian society as a mosaic is the equal participation of the pieces making it up, yet Canadian society is in reality a “vertical mosaic”, with some pieces raised above the others; the surface is uneven. The groups who appeared before the Committee were in agreement with two official languages. However they were not in agreement with the pervasive acceptance in Canada that there be two official cultures. As long as we persist with the rhetoric of two founding peoples, and their implied greater importance, Canadians whose heritage is other than French or English will be denied recognition as equals in the development of Canada, will be denied a sense of belonging and will be considered and will consider themselves lesser mortals.



The basic intent of the Royal Commission on Bilingualism and Biculturalism was to find ways and means of increasing the participation of the francophone community, largely represented by Quebec, in every aspect of Canadian society. Meeting for over five years, the Commission's findings and recommendations had a major impact on Canadian society and the fuller inclusion of the francophone people within it. The Commission's work succeeded because of the legislation, regulations and implementation mechanisms that followed the Commission's report. All three aspects were critical to that success. The 15 years that have followed the Commission's report have seen a transformation to bilingualism of at least those institutions within the federal government's jurisdiction and, to a lesser extent, in Canadian society as a whole. A similar thrust of energy is required to move visible minorities to full participation in Canadian society.

Witnesses before the Committee argued passionately and convincingly for changes in the law, political structure, employment practices, government policies, the media, settlement programs, and the educational system.

The Committee was created by the House of Commons on June 27, 1983 and undertook its investigation until the end of the First Session of the Thirty-Second Parliament on November 30, 1983. It was then reconstituted in the Second Session on December 13, 1983. To ensure that the Canadian public was informed about its work, the Committee placed advertisements in major daily newspapers across the country. The last advertisement was placed just prior to its arrival in major cities. The Committee received hundreds of letters; approximately 300 briefs were sent to Ottawa and 130 groups of witnesses were heard in Ottawa, Halifax, Montreal, Toronto, Winnipeg, Regina, Yellowknife, Whitehorse, Edmonton and Vancouver. The Minister of Justice and the Minister of State for Multiculturalism testified before the Committee. The Committee also actively solicited information from other sources, both private and public.

Positive models were found, which are working successfully. They demonstrate that things can be done without the disasters and severe dislocations that some are inclined to predict. At the same time the Committee found evidence of people who are angry, frustrated, denied a sense of belonging and clearly denied equality of opportunity. They argued passionately and convincingly for changes in the law, political structure, employment practices, government policies, the media, settlement programs, and the educational system. In preparing its report the Committee examined solutions to many manifestations of racism and they are reported. The Committee believes working on solutions to institutional racism to be more important than just individual racism. Programs for active awareness are more important than merely improving understanding. Action must be taken quickly and decisively if Canada is to become a just society for all Canadians, including visible minorities. The Parliament of Canada has already indicated strong support for this principle in section 27 of the Charter of Rights and Freedoms, which states:

This Charter shall be interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canada.

During its investigations and throughout the drafting of the report the Committee had certain basic principles in mind. First, that the Parliament of Canada accepts and should clearly state that racism in any form will not be tolerated. Second, that the Parliament of Canada is deeply aware of its obligation to be constantly vigilant in protecting minorities against acts of discrimination. Third, that Canadian society must constantly make adjustments in its individual and institutional practices to ensure that minorities are able to retain their culture and are not denied equality of opportunity. Finally, that the Parliament of Canada, with the assistance of individuals and organizations, should seek the general consensus of all Canadians of the justness of these ideals. The Committee is of the view that these or similar principles should be found in the preamble to the new Multiculturalism Act.

The Committee believes the positive models and recommendations presented in this report should be implemented by governments and private institutions as a means of achieving equality of opportunity for visible minorities in Canada.

CHAPTER ONE

**SOCIAL
INTEGRATION**



KAM SINGH, TORONTO

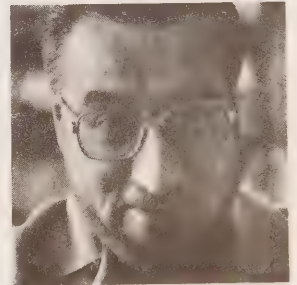
“Majority white Canadians should keep in mind that no matter how good life is for the Indians who move here, it is nevertheless a wrenching experience.”

I have noticed during the seventeen years that I have been in Canada that the problem of racial discrimination is a two-way street. There are white Canadians who are ignorant and intolerant of people with different appearances and customs. But there are many immigrants who are clannish, who are reluctant to adapt to the customs of their new homeland. When intolerance and clannishness collide, discrimination is the result.

My own attitude is one of total integration, but to some extent I can understand the feelings of other people. My decision to be clean-shaven and dress like any other Canadian is a personal matter, something which I adopted long before I came here. I am a Canadian now and so I do as is considered normal for the white majority here. For many of my countrymen, this is not acceptable. Their identity is still with the old customs and dress, and so they hold onto these visible signs. There is nothing wrong with this, but it does cause them troubles which I do not encounter.

“In the countryside, there is more of a sticking-together, and a lack of any experience except one’s family and small group of friends and neighbours.”

There is also a marked difference among East Indians between those who grew up in cities, who attended public schools, and those who come from the countryside and small towns. Those of us from the cities learned very early that there are many different kinds of people, and the key is to get along despite the differences. In the countryside, there is more of a sticking-together, and a lack of any experience except one’s family and small group of friends and neighbours. This lack of English language and experience, which one can see especially among East Indian women, makes them afraid of strangers. They do not know how to approach people different from themselves. When they come to Canada, the differences are overwhelming, so they hold on even more tightly to the customs of their home villages.



Of course, the white Canadian frequently does not understand any of this background. He or she picks up on the mistrust and the fear which the immigrant communicates—and communicates it right back. There is no great mystery to this, it is human nature everywhere. It is the same in India as it is here.

For most of the time in Canada I have been an independent businessman, and this has required a great deal of adjustment on my part. There is quite a difference between the business environments and customs in Canada from those in India. This has been a long, difficult, and frequently painful schooling for me. I am successful now because I understand how Canadians think, and I present myself in a way that is acceptable. By this I don't mean that I wear checkered flannel shirts and drink beer. I certainly do not have a checkered flannel shirt! What I mean is that I learned to provide in my insurance business those things—dress, attitudes, habits—that customers want. My service suits their needs. The colour of my skin or their skin does not matter.

Many of my countrymen do not approach life in Canada from the standpoint of service. They are not observant of how the majority behaves, and they are not sensitive to the values and customs of the majority. A simple example is the matter of burping in public. This is considered rude by Canadians, and demands an apology on the part of the guilty party. In India it is not the custom to say "excuse me". Yet such a small thing can cause a misunderstanding. In India, if you want to get through a crowded place, you just push through without any kind of "excuse me". If you do that in Toronto, especially if you are an East Indian, you only add fuel to racism. There are hundreds of other small things like these.

"Canadians must learn more about these different newcomers in their midst, and the immigrants must learn about what is acceptable in Canadian society."

I think that education on both sides is the only answer. Canadians must learn more about these different newcomers in their midst—and the immigrants must learn about what is acceptable behaviour within Canadian society. Integration cannot happen without this kind of education.

We have our own organization NACOI, a national association for Canadians whose origins are in India, and it does a very effective job in helping the two sides adjust to each other. I could name many activities, but perhaps a couple will suffice. In 1979, the organization was able to have a Revenue Canada ruling repealed which had previously disallowed deductions to those Indians who sent money back to their elderly dependants in India. NACOI brought before the Parliament clear evidence from the Government of India that these financial contributions were crucial to the well-being of the people back home. Just recently the organization was



able to help secure landing rights for Air India in Montreal, with the possibility of similar rights for Air Canada in India. These are matters of great importance to Indian people, and they have resulted from Canadian people becoming more knowledgeable about the customs and needs of East Indians.

“Life is incomparably better here from a material standpoint, but not so from the standpoint of human empathy and spiritual aliveness.”

The Canadians, the majority white Canadians, should keep in mind that no matter how good life is for the Indians who move here, it is nevertheless a wrenching experience. Life is incomparably better here from a material standpoint, but not so from the standpoint of human empathy and spiritual aliveness. I am a split person living here. Not a split personality, but a split body. One part of me needing and enjoying the material comforts that I have found in Canada, but the other part craving the closeness and warmth of family and friendship which I find in India.

The present time is crucial for education because I fear that discrimination is on the rise in Canada. During the past five years, many incidents indicate to me that the level of fear and mistrust is rising. The poor economy has had much to do with this. White people, who themselves may be unemployed and without the material things that they want and need, see more and more coloured people. And there is a natural tendency to see these new people as competitors for jobs and for housing. The joblessness and the overcrowding in the cities create the conditions in which racism grows. We in the Indian community, especially those of us who are active in NACOI, are educating ourselves to understand what Canada needs at this time, and to contribute for everyone's benefit and not just to East Indians.



SOCIAL INTEGRATION

Many Canadians have experienced the excitement, tension and fears of a move from one part of the country to another or from a rural to an urban environment. In the last few decades, many aboriginal people have moved from rural to urban environments. The majority of visible minorities in Canada are comparatively recent immigrants and many are experiencing the stresses and strains, not only of moving from one country to another, but also from a rural background to an urban center. All immigrants share common settlement experiences. In the case of most, there is little or no advance preparation for the inevitable challenges to traditional values and life-styles. Adaptation is a long, ongoing process and is especially difficult for people who are members of visible minority groups.

Although there is much overlap, the Committee found it useful in its deliberations to make a distinction between settlement, integration and participation. The settlement phase was seen as an initial stage of contact immediately after arrival. The prime concerns at that time are satisfying basic needs: shelter, a sense of community support from one's own family or ethnic group, minimum facility with French or English, minimum acquaintance with "Canadian ways", and work, frequently any kind of work. Integration means increased interaction with many other cultural groups and institutions in Canadian society. It means participation, while retaining as much cultural heritage as desired without being denied equality of opportunity. It is at this stage that efforts should be made to acquaint Canadian institutions with the cultures of the minorities. Social integration demands a process of mutual adjustment and mutual resolution of problems and issues.

Full participation for visible minorities will be achieved when they are represented in the full spectrum of economic, political, social and cultural life of this country. There will be full equality for all individuals and mechanisms to ensure protection from all forms of discrimination. Visible minorities will have an opportunity to acquire one of Canada's two official languages. There will be equal access to services. They will be employed in jobs consistent with their qualifications and have developed the skills and received the encouragement to participate in the decision-making processes of society. The cultures of visible minorities will be shared in an atmosphere of positive mutual regard and emulation. Many members of visible minority communities want to move as quickly as possible to full integration and participation. It is in the best interest of Canadian society to fulfil those wishes. It is a waste of human resources to do otherwise.

IMPLEMENT FRAMEWORK FOR IMMIGRANT LANGUAGE TRAINING

Appreciation: Witnesses before the Committee frequently expressed their appreciation for the efforts which have been made to date by all levels of government as well as the voluntary sector.

Basic to Success: Given that language is the key to success for refugees and immigrants in their new country, it is essential that they are given adequate language training upon their arrival in Canada.

But this is not the case. A number of briefs indicated:

- Basic courses are inadequate for some groups just for survival street English.
- With six months or even one year of language training, the students are barely able to conduct a conversation. How can they understand the laws of the country and other aspects of society?
- Program content is questionable.
- Current programs work against women, as only heads of households are eligible for financial assistance and language training.
- There are not enough programs to cover illiterates, professionals and other special learning needs.
- Training programs for citizenship purposes exclude those who still may need training or those who have become citizens.

Joint Venture: English in the workplace programs have existed for some time and were reported to the Committee from several areas, including Montreal, Toronto, Vancouver and Kitimat. The Aluminium Company of Canada (Alcan) program in Kitimat, British Columbia, was established in 1976. When the company set up a system for advancement, it was apparent that those workers without English would remain in entry-level jobs. The program was a joint company-union venture and was offered to workers and their families. It was a course with an emphasis on practical content. Alcan ran the program for four years and then turned all the material over to North West Community College. Alcan workers and their extended families can still take advantage of the course and Alcan pays their tuitions at an approximate cost of \$10,000 a year.

British Model: Another example brought to the attention of the Committee is the Industrial Language Training Service in Great Britain. Training is held in the workplace, and the program has employer cross-cultural training as an essential pre-condition to implementation of the training program.

Materials: Briefs to the Committee did not differ significantly in their requests for improvement in the format, duration and funding of language training. The development of materials continues to originate from several sources, including community organizations, while instruction ranges from the regular classroom to bilingual teaching and an innovative telephone tutoring program currently being used in Toronto for Spanish-speaking people, and which will soon be expanded to the Chinese community.

RECOMMENDATION

1



New Model: The Committee is aware that, following extensive consultations with the provinces and non-governmental organizations by the Canada Employment and Immigration Commission and the Secretary of State, Cabinet has been asked to examine a language training model with a strong orientation focus. It appears to be taking into account the problem areas mentioned in briefs.

Special Needs: The model will include, where necessary, special initiatives to address the needs of specific groups such as the elderly, illiterates and spouses who are not destined for the labour force. In addition, the model contains an occupational/vocational component.

Improvement: It is generally believed language programs not only improve job performance, employee confidence, motivation and communication but also aid in social integration of immigrant employees. The Committee awaits with interest the implementation of this model.

RECOMMENDATION:

Employment and Immigration Canada should implement the new framework for immigrant language training.

RECOMMENDATION

2



AMEND FUNDING EXTENSION CRITERIA

Seed Money: There is concern about the concept of seed money being discontinued after one year. Much of the Multiculturalism Directorate's money is designated as seed money to get an organization or project underway. The organization must then spend its resources in generating a new project or a new way of doing the same thing in order to get continued funding.

Services: A number of small and large immigrant settlement programs provide excellent orientation programs. Indian Immigrant Aid Services in Toronto, Service Catholique pour Immigrants de Montréal and the Immigrant Services Society of British Columbia are examples of well run organizations. They provide multilingual individual and group counselling, day care and interpreter services. Information pamphlets are often multilingual and assist in day-to-day functioning. Assistance is provided in making arrangements for housing, work and school.

Important: Considerable effort appears to have been devoted to initiatives which facilitate access to government and community services as well. For the most part, governments appear to be taking into account recommendations from groups. However, there is a need for, and it is important for governments to provide, organizational and leadership skills training for groups and organizations.

Worthwhile: The Committee recognizes there are organizations and projects which should not be continued beyond a year, but when a worthwhile service is being provided and other sources of funding are not available provision should be made for continued funding with a minimum of resubmission preparation.

Note with Approval: The Committee is aware that the Canada Employment and Immigration Commission is planning to phase in over the next three fiscal years a new settlement framework for the Immigrant Settlement and Adaptation Pro-

gram. Programs such as interpretation, translation, information, referral, counseling, reception and employment-related services will no longer be governed by a 36-month Canadian residence criterion and all immigrants, regardless of their length of residence, will now be eligible for these services.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should amend funding criteria for an organization or project for a second and third year with a minimum of resubmission preparation.

INCREASED FUNDING FOR ETHNIC/RACIAL GROUPS AND BROADLY BASED GROUPS

Dilemma: The Committee was faced with the dilemma of recognizing the need for organizations such as the Greek Canadian Cultural and Educational Society of Thunder Bay, which service one group, because of the well-documented psychological support such organizations provide, while also recognizing the need to have members of all racial and ethnic groups avail themselves of the services and activities of the more universal organizations such as Neighbourhood Houses.

Human: Broadly based community organizations are necessary to deal with everyday problems affecting all minorities, to improve the quality of life, to provide human resource development and to promote volunteerism and participation in community activities.

Interests: The Committee agrees with the view that racial harmony is best served by helping minority communities to strengthen themselves and deepen their sense of ethnicity and to become more vocal and self-confident in pursuing their interests and expressing the richness of their culture in Canadian society.

Underfunded: There is a need to make adequate sustaining grants to strengthen the organization of new visible minority associations. There is a gap between the need and availability of funds for such organizations as the National Black Coalition of Canada, the National Association of Canadians with Origins in India and the Chinese Canadian National Council. Each of these organizations now receives inadequate funds. Such underfunding makes extremely difficult the hiring of an executive director and the acquisition of the necessary expertise to make presentations to decision-making bodies. The Committee feels the minimum requirement for such purposes should be provided.

Long-Term: There is also the question of grants for specific projects. Hypothetically, a program for developing organizational and leadership skills in the Black community in Nova Scotia, for example, should have funding over a number of years. Social development strategy should be like industrial development. Both must be conceived and administered from a long-term perspective. There are a number of positive examples of such organizations.

RECOMMENDATION

3



The Migrating Native People's Program of the Department of the Secretary of State supports Native Friendship Centres in concert with the Provinces and is designed to provide orientation for aboriginal people in an urban environment. The centres are designed to improve the quality of life by supporting self-determined activities which encourage equal access to and participation in Canadian society while respecting cultural distinctiveness. Governments provide core funding, training funding, capital funding and community interaction and special projects.

Support: The Negro Community Centre of Montreal (NCC) has been in operation for 58 years and provides day care, pre-school, sports, sewing classes, counseling, field trips, library facilities, dance, theatre, legal aid, a job bank and senior citizen programs. There is also the added dimension of psychological support. The NCC provides an environment where support from the many frustrations encountered by minorities can be obtained.

Skills: The Committee was also made aware of several initiatives involving the strengthening of individual and group skills: life skills training, leadership and organizational development, volunteer development skills, board member development and others. These ranged from organizational development for regional leaders of the Canadian Council of Muslim Communities to a four-phase leadership training process for approximately 250 francophone organizations in Ontario, by the provincial government.

Pride: Government and other funding agencies must also recognize the necessity of multi-ethnic integration into more broadly based community organizations. Specific settlement and service organizations may be created to meet a particular need, but it is a source of considerable pride for all Canadians to see community organizations respond to an issue or an emergency unrelated to their ongoing program, like support for the boat people, the victims of the Italian earthquake and the support of ethnic minorities for the Manitoba Language accord. In the case of South East Asian refugees, neighbourhoods, church organizations, groups of friends, students, associates at work, agencies, the media, governments and many others assisted.

Neighbourhood House: One successful model of a centre which is trying to work in the area of social integration is the South Vancouver Neighbourhood House. Although the agency continues to provide basic settlement assistance and multilingual aid in these areas, it identifies itself as a true "neighbourhood" service by having the staff reflect the multicultural nature of the community and employing a staff person to work specifically on visible minority concerns.

"For instance, a typical day at the Neighbourhood House you will see Vietnamese, Chinese, and East Indian people at the English classes, and you will see the children of the students participating in the mums and tots programs that we have. We will have a lunch at noon time where we have East Indians volunteering their time to run that program. In the afternoon we might have a preteen club in which several of the people participating are from the visible minorities. So at any one time you come into the Neighbourhood House... there is no requirement for participation. You do not even have to be a member of the neighbourhood house, you can walk in that door and you can participate in whatever is happening. It is non-discriminatory." (South Vancouver Neighbourhood House)

Strong: These examples illustrate the kind of community we might become and the potential that exists for action when there is a shared perception in a country to a problem or a challenge. The assistance and leadership of strong, well run community organizations is of particular value during these critical periods.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should increase and extend funding for both ethnic and racial group organizations and broadly based community organizations.

CONTINUE TO FUND RACE RELATIONS AND INTER-CULTURAL TRAINING AND PUBLIC EDUCATION PROGRAMS

Interact: The Committee received a large number of briefs dealing with the need for improved intercultural understanding and communication. Training is important if visible minorities are to interact successfully with institutions. There is also an urgent need to sensitize the majority community to the presence of ethnocultural minorities.

Cultures: There is a need for effective training programs for both the entering and receiving cultures. Employing staff who are able to function and communicate within and across two cultures is one approach that can be used.

Need: Training programs are needed for both the staff of institutions and for the minorities employed by or interacting with those institutions. The training programs should be part of a general institution or community action plan to eradicate racism. The Edmonton Chinese Community suggested recent arrivals need to know the way business is conducted and the way one approaches people and organizations. The way one acts and reacts is based on one's culture. Little resource material exists which helps newcomers understand Canadian values and traditions.

Identified: What must be emphasized is the need for training to be specifically designed for the particular target group in question. The specific informational needs, professional skills and attitude development must first of all be identified before a suitable training vehicle can be designed. (A. Ijaz, Scarborough Board of Education)

Techniques: The Committee realizes that effective, well designed training programs play a very important role in the development of a more harmonious society, but they should not be the sole strategy. Special techniques will need to be developed by educational institutions and through community efforts. Training will have to include all levels of management and approaches for dealing with racial conflicts will have to continue to be developed. The police, nurses, doctors, social workers, librarians, counsellors, church groups, government staff, volunteers, community workers, immigration employees and others must be involved in race relations training.

RECOMMENDATION

4



Training: A positive model which was brought to the attention of the Committee is the Training Trainers in Intercultural Communication Program, being piloted by the Ontario government. It is now offering a provincial program where education and social service organizations free a staff member for a 10-day training program. The staff member trainee, once his own skills have been enhanced, develops effective strategies for sensitization programs in his workplace and assumes the role of staff trainer. Evaluation of results and impact on the institution also takes place.

Access: A very real need exists for providers of services to have access to sources of information and support concerning the various cultural backgrounds of their clientele.

RECOMMENDATION:

All governments should continue to fund and support race relations and intercultural training and public education programs which are well researched and evaluated, fit the particular community they are designed for, have a long term community development component and are systematically linked to existing programs.

RECOMMENDATION

5



ESTABLISH COMPUTER RETRIEVAL SYSTEMS

Scattered: It appears that libraries and resource centres all over Canada contain materials which assist individuals and groups to confront racism and discrimination. These have been evaluated and appear effective in ameliorating tensions, yet little is reaching the public. It appears further that similar information and material exists in different centres in the country, but efforts to co-ordinate them have not been successful, thus depriving many of what they need to know. As one witness put it: "We frequently come across programs, publications, speakers, courses and activities related to race relations that are not widely publicized and that we only stumble over by chance."

Computer retrieval systems could be centered in libraries, universities or regional offices of the proposed Ministry of Multiculturalism.

Systematic: The Committee received a number of briefs concerning the need to be more systematic in the development and distribution of resource materials. Many impressive and thorough projects have produced a multitude of materials ranging from pamphlets to instructional films.

British Columbia's West Coast Reader and the Ontario government's Newcomer's Guide to Services are but two examples of materials that provide information about available services, the latter in as many as 23 different languages.

Toronto: The Cross Cultural Communications Centre in Toronto is a community-based education and resource centre which has developed innovative resource and education units, such as Making Changes: Employment Orientation For

Immigrant Women, or professional development for race relations representatives of the Toronto Board of Education.

Myths and Facts: The Community Relations Commission in Great Britain produced a flyer which deals with myths and facts about immigration and race relations.

Australia: Qantas Airlines worked in close co-operation with government and communities to develop a comprehensive kit on the diversity of Australia's population.

Efficient: The question arises whether overlap occurs in the production and development of resources, and whether sharing of successful materials and models could not be expedited more efficiently than through catalogues on shelves and by word of mouth.

In Touch: The British Columbia Civil Liberties Association suggested that the government support the creation of a publication which would keep local race relations groups across Canada in touch with one another's activities, problems and successes. The Multiculturalism Directorate currently publishes *Cultures in Canada* for that purpose. The mailing list should be expanded.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should establish regional computer-based retrieval systems to act as clearing houses of information, experience and advice.

ASSIST VISIBLE MINORITY AND IMMIGRANT WOMEN

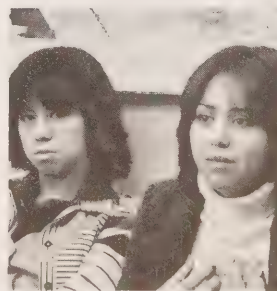
Problems: Few briefs to the Committee dealt with the special needs and concerns of visible minority women and their specific problems of social integration. Frequently, visible minority women are isolated in their homes by the restraints of culture. Because of language and skill deficiencies and discrimination, they may find themselves in exploitative work situations.

Encouraged: The Committee is aware of the recommendations of the Immigrant Women in Canada Conference, sponsored by the Multiculturalism Directorate in 1981. The government departments concerned should begin immediately to alleviate the problems addressed by those recommendations. Visible minority women have not been actively encouraged to participate in the planning of community services, nor are they participating in major women's organizations.

Ottawa: One outstanding model involving immigrant women is Ottawa's Multicultural Women's Centre. The model is being replicated in Vancouver, Oakville, Montreal and Halifax. The centre is a project of the Ottawa-Carleton Immigrant Services Organization (OCISO). The project helps newcomers, immigrants and refugees to adjust. In 1981, with government funding, a Women's Outreach pro-

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gram was established to promote social and economic opportunities for immigrant women, with one focus being the establishment of a co-operative enterprise. In 1982, three groups of immigrant women expressed an interest in developing the project and opened the Centre with assistance from the City of Ottawa.

Services: The Centre maintains its relationships with OCISO, expects to be self-sufficient in the near future and offers services such as:

- The Multicultural Women's Market, which produces and sells crafts from their cultures;
- Many Hands Catering Service, which caters international food for groups of 10-500;
- Esperia Seamstresses, which offers exclusive dressmaking and alteration services.

RECOMMENDATION:

Governments should continue to fund community efforts which assist visible minority and immigrant women to become self-sufficient participants in the economic and social life of the community.

RECOMMENDATION

7



SUPPORT MAJORITY YOUTH ORGANIZATIONS

Lifetime: It is unfortunate, but even among the young there are feelings of dislike and hatred toward others who are viewed as different. These feelings occur on the part of those from majority cultures toward those who represent the minority. Misunderstanding or lack of understanding can lead to such attitudes and they may potentially last a lifetime.

Similar: The Committee believes that majority youth organizations (Boy Scouts, Y.M.C.A., Y.W.C.A., etc.) should be encouraged to interact with all youth groups. Opportunities should be provided for sharing experiences and hopes for the future. Activities and interests are generally similar for that age group and cross-cultural contact to achieve goals such as participation in sport or community literacy programs can integrate minority youth and change the attitudes of majority youth.

Montreal: The Sun Youth Program in Montreal is a multiethnic, multiracial program which provides meaningful activities for youth. The youth are trained and given responsibilities in fire and crime prevention. Government programs such as Open House Canada and Katimavik should be alerted to the need to have project participants representative of the community they share.

Problems Compounded: It is frequently the case that many of the problems characteristic of all teenagers are compounded when they are a visible minority immigrant youth. It would be most helpful if they could take their problem, in confidence, to someone who is familiar with their culture. Dr. Anthony Alcindor, president of l'Association des médecins haïtiens à l'étranger, has proposed a program called SOS Adolescents. Teenagers are able to phone any time between 6:00

p.m. and 10:00 p.m. and find a sympathetic ear. Those sympathetic ears belong to a "full representation of the community and include educators, professors, doctors, psychologists, nurses, taxi drivers... indeed, anyone who has any life experience and who might possibly contribute to the education and information of teenagers in every aspect." The purpose of the program is not only to correct behaviour, but to prevent problems. Through the anonymity of the telephone, the teenagers can say what they wish to a person with experience. Such organizations provide a necessary service to visible minority youth and should be supported.

Successful youth integration projects and their developmental process should be documented and shared nationally through a government computer retrieval system.

RECOMMENDATION:

The Federal Government should fund majority youth organizations which are prepared to modify their programs in ways that increase the participation of minority youth.

SUPPORT MULTICULTURAL, MULTIRACIAL SHARING EVENTS

Respond: "But after they become settled in Canada, and oftentimes after they become citizens, I feel there is a phase missing. It is what I like to think of as maybe the second phase of becoming a participant in the Canadian society; that is, once they have dealt with all those issues or problems that are inevitable when you are a new immigrant, and they have found employment and taken advantage of the educational system, to feel really and truly a part of the whole Canadian fabric. And another phase I think they go through is one of participating in community kinds of activities and community programs. I feel that there are very, very few agencies or organizations that offer this kind of opportunity, who are prepared to respond to this need and prepared to involve and integrate visible minorities in the kinds of activities they have in their agency." (South Vancouver Neighbourhood House)

Community: Stronger public participation methods and outreach efforts have to be developed by community-based organizations and governments. Good citizenship demands participation and sharing of community responsibilities and requires a conscious decision to fulfil one's obligations. It is incumbent on all Canadians to promote a sense of belonging and community for all minorities and foster active participation in the social, cultural and political life of the country. By creating stronger links between community groups and existing institutions, voluntary groups and agencies and by encouraging participation in the work of service clubs, United Way agencies, the Red Cross blood donor clinics, political parties, energy and environmental groups and many others, individuals and communities will achieve greater trust and knowledge of each other and learn to further appreciate the uniqueness of our country. "We realize that the visible minorities have at least as much responsibility as the rest of the population in promoting a harmonious multiracial society in this country." (Canadian Federation of Vietnamese Associations)

RECOMMENDATION

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Barriers: A national organization, the World Conference on Religion for Peace, works in several centres in Canada to promote education on human rights, environmental issues, peace and disarmament. It works actively to break down barriers of prejudice. They bring Canadians of all faiths together to discuss issues of concern to all. Participants include Sikhs, Hindus, Christians, Zoroastrians, Muslims, Jains, Buddhists, Native Spiritual Voices, etc.

Enjoyment: The Committee is well aware and has had brought to its attention many other facets of involvement by typical Canadians. Ideas and examples of sharing participation in community life include:

- Families meeting Families, sponsored by the United Church of Canada and Islam West Toronto, which brings Muslim and Christian families together to discuss common problems;
- International Dialogue, Vancouver, which helps professionals to understand Canadian ways better;
- Sharing Through Poetry, Sharing Through Music, University of Toronto, which explores the commonalities in the poetry and music of people who share the experience of immigration to Canada. One program included at least 14 areas of the World.

Dreams: Sharing events and endeavours should ideally be a true reflection of a community's interests, hopes, values and dreams, and as with other programs, the policies and programs of government and other institutions will achieve success only if they reflect and continue to adapt to that reality.

"Our goal, which we hope you share, is to be accepted as typical Canadians, not as exotic hybrids with a sense of rhythm or a flair for mathematics. In effect, we are asking for an activist commitment to the idea of multiculturalism." (Chinese Canadian National Council)

RECOMMENDATION:

All governments should continue their support of multicultural, multiracial sharing events and publicize the process by which voluntary organizations have increased participation of visible minorities.

PROVIDE VISIBLE MINORITIES WITH KNOWLEDGE OF THE ELECTORAL PROCESS

Unfamiliar: Many visible minorities do not participate in the political process in Canada. Some are simply unfamiliar with party platforms and voting procedures; others have had negative experiences with the political process in their country of origin and may be reluctant to participate in Canada.

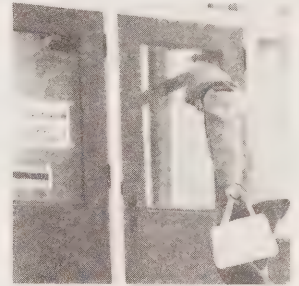
Improvements: The Committee heard several witnesses suggest improvements for the participation of visible minorities in the electoral process. All governments and chief electoral officers need to improve the presentation of information on voter qualifications, registration procedures, voting procedures, the location of polling stations and other matters. Chief electoral officers should be disseminating more information about the electoral process to visible minorities. Multilingual information pamphlets on political parties and platforms from Australia and Sweden were brought to the attention of the Committee. A similar approach could be used to provide information on the electoral process to visible minorities who are new Canadians. The ethnic press could also play an important role by providing information and encouraging people to vote.

RECOMMENDATION:

All chief electoral officers and governments should provide more information on the electoral process.

RECOMMENDATION

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ENCOURAGE MORE PARTICIPATION IN POLITICAL PARTIES

Greater Involvement: "We do not feel that enough efforts are being made to encourage the involvement of Black people so that they can be upwardly mobile in all areas of politics - municipal, provincial or federal". (Jamaican Canadian Association)

The Committee accepts the validity of this position. At the same time, many Members have significant numbers of visible minorities in their constituencies and each has tried to encourage their participation in the political process with some success. The problem is one that could be easily solved. On the one hand, there are visible minorities who want to participate and on the other, political parties wanting them to participate.

Reasons cited for low levels of participation included the high financial costs of participation and exclusion by cliques within party organization. There is also the probably incorrect perception that most candidates are selected because of their prominence in some other field of endeavour. When prominent personalities are actively sought as candidates, it receives considerable publicity. In fact, the majority of candidates for all parties have been working in constituencies or communities for many years.

RECOMMENDATION

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Municipal Level: The municipal level of politics is in many ways the most accessible. Many federal and provincial politicians started in municipal politics. Costs are lower and travel is greatly reduced. Both campaigning and serving can be done on a part-time basis.

The Canadian Political Science Association, in cooperation with the House of Commons, supports an internship program which provides bright young Canadians with an opportunity to learn, first hand, about various aspects of the political process in the House of Commons. Ten students spend 10 months in Ottawa working as research assistants to Members of Parliament on both sides of the House. Similar programs exist in British Columbia, Alberta, Quebec and Ontario. The model should be applied at the municipal level and visible minorities should be encouraged to participate through an outreach program.

Mayors: It has been brought to the attention of the Committee that visible minorities have been successful candidates for Mayors in Selkirk, Manitoba; Owen Sound, Ontario; Sudbury, Ontario and Flin Flon, Manitoba. The reasons for their success could be featured in the ethnic press as a means of encouraging greater participation by others.

Ethnic Groups Commission: Another initiative brought to the attention of the Committee was the Ethnic Groups Commission established by a political party in Quebec. It was set up as a mechanism to accommodate the participation of ethnic groups in the political process. The Commission assured participation in the decision-making councils of the party, facilitated the acquisition of wide experience and increased the likelihood of ethnic candidates being put forward for elections. The Commission increased a sense of belonging to the party among ethnic groups.

The Committee considers the increased participation of visible minorities in the political life of our country as a matter of pressing necessity which requires a greater effort on the part of political parties and visible minorities.

RECOMMENDATION:

Political parties should increase the participation of visible minorities by developing more effective outreach programs.

SHARE MODELS OF RACE RELATIONS COMMITTEES

Harmonious race relations cannot be achieved by a small number of voluntary organizations or a single institution such as a school. Racism is likely to pervade many institutions in a community. There is a much greater likelihood of successful reduction of racism if the problem is attacked directly by many institutions within a community.

A model which has had some success and the potential for more is the City Council supported race relations committee. Committees in Winnipeg, Ottawa, North York, Vancouver and Toronto were brought to the attention of the Committee. The effort and support of mayors, aldermen and other city officials have helped to address community concerns and alleviate community stress. The frequency of racial incidents often precipitated the formation of such committees. Membership on the committees comes from all sections of the community, including city council, the school board, local business and the police.

Need: The areas addressed vary in different cities, but many include work in police and community relations, addressing the need for more recreational facilities, skills training for youth, utilizing government summer employment grants and researching city government and other incidents of systemic discrimination.

Sharing: The Committee commends the efforts of city race relations committees and urges the Canadian Federation of Municipalities to initiate sharing the existing successful models.

RECOMMENDATION:

The Canadian Federation of Municipalities should initiate a sharing of the models of broadly representative race relations committees.

RECOMMENDATION

11





CHAPTER TWO
EMPLOYMENT



ANGELA KAN, VANCOUVER

“Without English language skills, our immigrants can get caught in a situation of low paying employment which can last for the rest of their lives.”

“The most difficult employment problem for many Chinese immigrants arriving in Vancouver is the lack of English language skills. This makes their task of getting a decent job almost impossible. What happens for some individuals is that they must immediately take low paying manual labour employment, which leaves them no time, money or energy for language classes. They are caught in a blind alley of little money and no skills which can last for the rest of their lives. This is the worst possible thing that can happen, and in the Chinese community we are committed to preventing it from happening.

“Many of the problems that immigrants encounter when they first come to Canada stem from the lack of good employment.”

We have identified language training as the key factor in preparing our Chinese immigrants for employment—for decent jobs with decent pay. And employment, in turn, is the key factor in enabling them to participate in Canadian society and to make a contribution to the community. Many of the other kinds of troubles that immigrants encounter—family tension, medical ailments, psychological breakdown, criminal behaviour—these stem from the lack of good employment.

I am the executive director of the United Chinese Community Enrichment Services Society—SUCCESS for short. The role of our organization is to help newly arrived persons to overcome the language and employment barriers as quickly as possible. To bring this about, we offer a wide range of informational, counselling, and teaching services to Chinese immigrants in the lower British Columbia area. These services relate to every kind of problem which immigrants face in their first several years in Canada, such as housing, education, medical assistance, financial planning, and many others. In 1983 we answered over 14,000 inquiries. But, by far, the most important services are those related to language and employment. Last year we provided assistance to over 3,000 individuals in employment and unemployment matters.





“We are trying to do everything possible to familiarize immigrants with the local employment conditions, so that they can have both a knowledgeable and realistic attitude toward job hunting.”

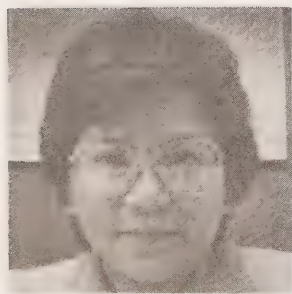
We presently operate two language work-related classes, one in our own centre, and another in one a garment factory where many Chinese work. These classes are directed to employment situations for garment workers, and also for waiters and waitresses. In addition, we have a twice weekly language show on Vancouver radio, in which time is devoted to information on employment. We also have employment workshops, in which we have employers, managers and union leaders as guest speakers. We are trying to do everything possible to familiarize immigrants with the local employment conditions, so that they can have both a knowledgeable and realistic attitude toward job hunting.

The Vancouver Vocational Institute also offers vocational training to immigrants, and many of our Chinese people have taken these courses. Unfortunately, I think there are several deficiencies. First of all, the waiting lists for enrollment are very long. Secondly, the applicants must have the equivalent of a grad 10 or 11 competency in English, which immediately eliminates many Chinese immigrants who have aptitude, but lack the language skills.

These individuals, who are frequently from rural villages encounter the most difficulties in adjusting to Canadian life. Because they are from the mainland, they usually arrive here with little or no money. In many cases, they are required to repay the money put up for them by their Canadian sponsor. This in itself can be an obstacle which might take a year or two to overcome, even if they are able to secure some kind of job soon after their arrival.

“To be thrust into a language class, for six hours a day, is beyond their ability to concentrate, with so many other things on their minds.”

Then there is the long process of adjusting not only to life in a strange city, but also to work which requires totally different skills from the agricultural ones they knew in China. Their agricultural background prevented many Chinese from being exposed to much formal learning. To be thrust immediately into a language class, for six hours a day, is beyond their ability to concentrate, with so many other things on their minds. In the best of cases, the adjustment to Canada and being able to use the language is a long painful process. For many individuals, it is too great a jump.



Many of the language classes for immigrants also ignore the great differences in education which exist among their students. Our Chinese immigrants come from mainland China, from Hong Kong, Indochina, and other places around the world. In the same class you might have a lawyer or doctor, on the one hand, and a rice farmer who has never been to school, on the other. This does not satisfy the needs of either kind of student. For the well-educated, it is too slow. For the person with little formal education, it is too fast. We need to have two different kinds of language classes, in recognition of the great differences in formal education and the ability to learn.

I have not yet touched on the obstacles to employment which come from discrimination. In Vancouver this is a subtle matter because the Chinese are not singled out for any kind of racial trouble. As a group we have been established for a long time, at least 125 years. In that time I think we have gained considerable respectability among the white Canadian population. Many of our people are professionals—doctors, lawyers, and accountants. There is a great deal of prosperity within our community, and I think that white Canadians respect the intelligence and hard work which have produced this prosperity.

“It is so easy to reject or avoid someone without it being illegal—especially when the job-seeker lacks language skills and confidence.”

But individual Chinese immigrants are probably denied employment opportunities, for no other reason than they are outsiders. It is so easy to reject or avoid someone without it being illegal—especially when the job-seeker lacks language skills and confidence. Our attitude is that opportunity comes mainly from understanding how the system works, and for that kind of understanding one must have a good facility with the English language. The same would hold true for the French language if the immigrant is settling in Quebec.



EMPLOYMENT

Visible minorities typically encounter more difficulties in being accepted in a variety of social situations than do their white counterparts. But those difficulties, however unfortunate, pale in significance if a person is unemployed. Finding work, preferably in keeping with a person's qualifications, is probably the most important issue brought before the Committee.

The Committee recognizes that not all visible minority groups are unemployed to the same extent. It may be, for example, that Chinese Canadians or Canadians with origins in India are not disproportionately unemployed when compared with other groups but they may be disproportionately under-employed in sectors of the Canadian economy where they would like to be employed. On the other hand, aboriginal people or West Indian Canadians may be disproportionately unemployed. It is important for governments to document and respond to the needs of the specific target groups.

The Committee sought submissions which would document the efforts that have been made to improve employment opportunities for visible minorities. Briefs and presentations brought to the attention of the Committee such employer initiatives as the examination of company employment practices, Native awareness workshops, pre-employment training programs and cultural accommodation. While the Committee is encouraged by these reported activities, much remains to be accomplished. From March 1, 1978 to May 31, 1983, 50.8 per cent of the complaints accepted by the Canadian Human Rights Commission citing race or colour were related to the refusal to employ or to continue to employ an individual. A further 18.7 per cent of the total race/colour complaints referred to discriminatory policies or practices by employers or employee organizations.

This chapter examines evidence of systemic discrimination and suggests approaches to increasing the employment of visible minorities in the private sector paying special attention to affirmative action, visible minority youth, the Federal Business Development Bank, and the use of contract compliance and subcontracting. This section also looks at evaluation of credentials, the plight of immigrant farm-workers, discriminating employment agencies and the importance of cross-cultural trade and communication centres in business schools.

RECOMMENDATION

12



IMPLEMENT A FIVE YEAR STRATEGY FOR HIRING VISIBLE MINORITIES, BASED UPON AFFIRMATIVE ACTION

Discriminatory: Visible minorities encounter a variety of systemic discriminatory practices in the workplace. Minority workers are denied access to employment by such recruitment and selection procedures as word-of-mouth recruiting, "Canadian experience" criteria and culturally biased testing procedures and interviews. Barriers also exist for advancement and promotion through relegation of the minority persons to low status and low income positions, through seniority policies, and through limited exposure to new job openings.

Two Groups: Research reported by Professor Reitz of the University of Toronto concludes that at least two groups of individuals, West Indian Blacks and South Asians, have lower incomes and experience more unemployment than other persons, only a small part of which can be attributed to differences in job qualifications.

More Rapidly: A study of Master of Business Administration graduates of Ontario universities published in 1983 by the Ontario Human Rights Commission indicates that Anglo-Saxon candidates were hired more often, received greater income and advanced more rapidly than visible minority candidates, despite the fact that visible minority candidates submitted more applications, attended more interviews and held similar qualifications.

Affirmative Action: The term "affirmative action" is used to describe a comprehensive program adopted by employers to eliminate institutional barriers which have excluded or resulted in the unequal treatment of visible minorities and other disadvantaged groups.

Measurable: Affirmative action programs are results-oriented and seek measurable improvements in the work opportunities of qualified visible minorities at the levels of both job entry and advancement.

Voluntary affirmative action programs involve the setting of goals and timetables for the employment of visible minorities and other target groups in those job categories where these individuals have been under-utilized. While it is not obligatory to meet the numerical goals, good faith efforts to hire minorities must be demonstrated.

Mandatory affirmative action programs are distinguished from voluntary programs by the system of imposed targets. An employer is obligated to employ a fixed number or percentage of visible minority workers.

Affirmative action programs are not designed to exclude non-target group members from employment. Employers are not required to fire employees or to hire the unqualified.

In light of past exclusionary practices, remedial measures to equalize employment opportunities hardly amount to preferential treatment. On the other hand, the presence of systemic discrimination in the workplace does give preference to non-visible minorities.

Crucial to the implementation of affirmative action programs is the availability of a labour profile on the targeted groups. No adequate data base currently exists for visible minorities.

A labour profile should be constructed which would provide statistics on the labour force, labour force participation rates, employment, unemployment and occupational distribution, so that it is possible to determine the numbers currently employed, the availability of individuals with requisite skills and problems with employer policies and practices.

Good Examples: A number of Canadian organizations have voluntarily adopted affirmative action programs featuring the following types of strategies - work force analysis, examination of employment policies and practices, and pre-employment training courses. The following are examples of programs established by organizations to increase employment opportunities for aboriginal persons:

- Eldor Mines at Rabbit Lake, Saskatchewan, has instituted a commuter system whereby employees work an eleven-hour day for seven days and then have seven days off - a policy which accommodates the needs of aboriginal employees to spend more concentrated time with their families and communities and to continue their traditional lifestyle.
- The Co-operators Insurance Company placed one employee at the Native Employment Centre for one year. The employee is currently on staff at the Co-operators as the Equal Opportunity Co-ordinator.
- Saskatchewan Power Corporation supports the Headstart Employment Corporation where unemployed aboriginal persons are trained in industry-related skills. Headstart has arranged contract work with Saskatchewan Power for the summer months. After freezing weather sets in, trainees are enrolled in various provincial and community colleges. Following the two year program, graduates may work for Saskatchewan Power or for other corporations.
- Nova, an Alberta Corporation has a Pipeline Construction Training Program designed to provide aboriginal persons with on-the-job training. Experienced non-aboriginal contractors are engaged to train aboriginal persons during the construction of an actual pipeline.
- The National Union of Provincial Government Employees (NUPGE) is conducting a study with the United Native Nations to examine ways and means of increasing employment of Native Indians.

Other Efforts for Visible Minorities:

- NUPGE suggested that it is possible to negotiate a number of initiatives with unions to increase the participation of visible minorities. They suggested negotiating a five year change of seniority rules, protection of visible minorities against lay-offs, lay-offs from each group in proportion to their numbers, and encouragement of affirmative action where employment is expanding.
- Canadian National Railway is working with the Human Rights Commission to prepare tests for positions in their company which are related directly to job requirements.

- The Royal Bank of Canada has developed and implemented an awareness program for managers and supervisors and has in place a complaint system which has been successful. The system provides for an ombudsman, confidentiality, and a formal appeal procedure.
- The Ontario Federation of Labour has produced a television clip with the message "Racism Hurts Everybody". They have also prepared eight short educational brochures on such topics as "Racism in Hard Economic Times", "Fighting Racial Harassment", "Minority Workers in Unions", "How Racism Works", "Racism and the Collective Agreement", "Race Relations/Human Rights Committees", "We Built This Country" and "Resources for Educational Meeting about Racism".

Not Enough: Despite these examples, the voluntary approach to affirmative action has not led to its widespread adoption by Canadian companies and organizations in the private sector. The Affirmative Action Branch of the Canada Employment and Immigration Commission has encouraged and assisted the private sector to develop programs targeted at women, the disabled, aboriginal people and Blacks in Nova Scotia on a voluntary basis. From 1979 to 1983, 1130 firms were approached, but as of November 1983, only 49 companies throughout the country had signed agreements to establish formal affirmative action programs.

The Affirmative Action Branch must be strengthened if it is to have a significant impact on the voluntary development of affirmative action programs by private sector employers. Its mandate, which now includes women, aboriginal people and disabled persons, should also include visible minorities.

The Committee views these initiatives, although worthwhile, as insufficient progress and therefore calls for the measures outlined below.

RECOMMENDATION:

The Federal Government should promote the hiring of visible minorities in the private sector by implementing the following five year strategy:

Over an immediate five year period, make available subsidies and tax incentive programs for the hiring and training of visible minority persons and for the promotion of the voluntary adoption of affirmative action.

During the course of this same five year period, develop an adequate data base which will provide a labour profile on visible minority groups and assist in the implementation of affirmative action programs. The experience with affirmative action programs in Canada and elsewhere should also be studied.

At the end of five years, review the incentives programs and the success of voluntary affirmative action. Mandatory affirmative action should be introduced at this time if insufficient progress is detected under the voluntary programs.

RECOMMENDATION

13



REQUIRE ALL GOVERNMENT YOUTH EMPLOYMENT PROGRAMS TO REFLECT THE SEVERITY OF THE VISIBLE MINORITY YOUTH SITUATION

Three Times More: Youth unemployment rates over the last twenty years in Canada have been at least two to three times higher than those of adult workers. The situation for visible minority youth is even more severe.

87% Unemployed: A 1978 Canada Employment and Immigration Commission study of youth unemployment in Regent Park, Toronto, found a 57 per cent unemployment rate for nonvisible minority youth 15-24 years of age. Among visible minority youth of the same age grouping, the figure was 87 per cent. No evidence was found or brought before the Committee to suggest that the situation has changed or that the situation would be significantly different elsewhere. Social, cultural and economic factors contribute to inadequate skills and educational qualifications.

Specific Assistance: The Committee urges Employment and Immigration Canada to adjust its youth programs so that visible minority youth receive attention and assistance that is commensurate with the severity of their situation. There should be employment programs specifically targeted for them offering employment counselling, on-the-job training, co-operative education and opportunities to explore careers through work. Local initiatives should be encouraged. Counsellors at Canada Employment Centres should be trained to work with minority youth, particularly in metropolitan areas.

RECOMMENDATION:

All governments should redirect the resources and emphasis of youth programs so that visible minorities receive attention and assistance commensurate with the severity of their unemployment situation throughout Canada.

RECOMMENDATION

14



REQUIRE FEDERAL CONTRACTORS AND SUB-CONTRACTORS TO IMPLEMENT AFFIRMATIVE ACTION FOR VISIBLE MINORITIES

Very Direct: The inclusion of affirmative action as a condition in federal government contracts was advocated in evidence before the Committee as a very direct and effective method of achieving equality in employment for visible minorities. This view was expressed by the Public Service Alliance of Canada, the Urban Alliance on Race Relations, the Canadian Civil Liberties Association and others.

Leverage: Contract compliance legislation would require companies doing business with the government to undertake affirmative action programs. Failure to comply with such provisions would result in cancellation of the contract and exclusion from any future negotiations. The leverage therefore exists with which to improve minority group opportunities.

\$5 Billion: In 1982-83, the federal Department of Supply and Services signed 333,928 contracts with the private sector worth a total of \$5 billion. This represents a significant sum which would have a considerable impact on improving visible minority employment opportunities.

Some Conditions: Canada does not have any contract compliance legislation at this time. Some conditions are imposed on the resource sector through the federal Canada Oil and Gas Lands Administration (COGLA) and through surface lease agreements, in particular in the province of Saskatchewan.

Special Plans: Programs such as the Industrial and Regional Development Program (IRDP) of the federal government should require that special affirmative action plans be developed, as currently required by COGLA.

50% Northerners: In 1978, the Saskatchewan government set a target for AMOK Ltd. to employ 50 percent Northerners as a condition of the surface lease permitting the company to mine at Cluff Lake. Aboriginal people account for 70 per cent of the northern residents, and so far aboriginal participation in AMOK has averaged approximately 50 per cent.

Other examples of contract compliance include the James Bay project in Quebec for the hiring and training of aboriginal persons in the skilled trades. As well, the Committee heard from the Manitoba Department of Highways and Transportation about a program it has recently implemented. Contracts carry a local preference clause and require reports on the number of aboriginal persons and other target group members who have been hired.

American Experience: In the United States, the legislation for contract compliance exists under Executive Order 11246, which requires that federal contractors and federally-assisted construction contractors implement affirmative action programs. This applies to contractors with 50 or more employees and a contract valued at \$50,000 or more. The program must set significant, measurable and attainable goals for the hiring, training and promotion of minorities and women. The numerical goals and timetables are directed towards increasing the utilization

of target group members at all levels and in all segments of the company's work force where deficiencies exist. The affirmative action plan must include a statistical analysis of the composition of the work force, estimates on the availability of minority and female workers having requisite skills, a utilization analysis and an evaluation of the company's employment practices. Violation of the contract's equal opportunity clause may result in the cancellation or termination of the contract, or disbarment from seeking future federal contracts.

Significant: Expansion of employment opportunities for minority groups is reported as a result of contract compliance in the United States. The United States Department of Labor released in 1983 results of a study of 77,000 factories, offices and work sites representing a total in excess of 20 million employees:

20% Growth: The findings showed that between 1974 and 1980, minority employment grew at a rate of 20 per cent among those companies holding federal contracts compared with only 12 per cent for businesses not bound by contract compliance.

Upward Mobility: Minority workers also posted significantly greater upward mobility where affirmative action was enforced. Large numbers of Blacks and Hispanic people moved from service and low-skilled blue collar work to skilled production, craft and white collar jobs.

RECOMMENDATION:

The Federal Government should introduce contract compliance legislation requiring contractors and sub-contractors with Federal Government departments, agencies and Crown corporations to implement affirmative action programs for visible minorities. All other governments are urged to do the same.

RECOMMENDATION

15



DEVELOP AN OUTREACH PROGRAM FOR VISIBLE MINORITY BUSINESSES

Decisive Factor: Organizations and individuals appearing before the Committee stressed the importance of supporting minority business development. Such enterprises enable visible minority individuals to control their economic futures, as well as to be valuable contributors to the general economy. Attention was drawn to the fact that business success for earlier immigrants from Europe was decisive in their achieving upward occupational mobility and in avoiding discrimination.

Difficulties: Minority-owned businesses experience difficulties that range from securing financing to establishing, maintaining, and expanding sales markets.

Scrutinized: A 1982 study by Darla Rhyne, York University, of visible minority businesses in Metropolitan Toronto indicated that visible minority business owners found difficulty in obtaining capital. In comparison to the other businesses surveyed, the visible minority respondents perceived that their applications were scrutinized more closely and that they were required to provide more collateral. Some suspected a smaller amount of financing was forthcoming and higher rates of interest were charged.

Little Information: The study also indicated that visible minority business people were not familiar with the use of government programs and services for small and medium size businesses. The majority of respondents in the survey had not used government assistance, and there is some suggestion that information is not reaching certain visible minority business sectors.

Specific Focus: The Committee urges the Federal Business Development Bank to assist visible minority businesses. FBDB, a Crown corporation, provides financial and management services in particular to small firms, but does not have any policies directed to any specific group. The Bank will try to fill community requests when approached. The Committee exhorts the FBDB to develop an active outreach program for visible minority businesses to ensure that this particular community is served by the Bank's financial, management and counselling programs. Programs and services should be examined to ensure that they are accessible, and there should be officers trained to work with minority entrepreneurs.

U.S. Model: In developing its outreach program, the FBDB should look at the Office of Minority Small Business and Capital Ownership Development in the United States. While minority groups in the United States are eligible for all small business programs, additional ones are specifically targeted to increasing the number of minority small businesses and improving their chances for success. Under one section of the Small Business Act, the Small Business Administration Agency is authorized to enter into contracts with federal departments and agencies for federal goods and service purchases. The Agency is then permitted to sub-contract this federal work to small firms owned by minority persons.

Community Based: Governments should show greater receptivity to community-based economic development initiatives. This concept focuses on community controlled profit-making businesses which use their profits to finance community social services. An umbrella group referred to as a "community development corporation" provides the organizational framework and functions as a non-profit holding company. This community concept is particularly useful for the development of disadvantaged areas by assisting in job creation and by providing social and cultural services. It has been tried with some success across the country.

New Dawn Enterprises in Sydney, Nova Scotia is an example of a community development corporation.

Co-operative Action: There is a history of co-operative action by minority groups to establish institutions within their communities for the provision of social services and economic and employment assistance.

The Committee wishes to emphasize that criteria for assistance to visible minority businesses should be established. Annual sales, number of employees, and the nature of the industry are factors that need to be considered when decisions are being made for assistance. It is also the case that the government and the business enterprise should agree upon a fixed term which specifies a maximum period of support.

RECOMMENDATION:

The Federal Business Development Bank should develop an Outreach Program to ensure that visible minority businesses are served by its financial, management and counselling programs.

RECOMMENDATION

16



REQUIRE THAT VISIBLE MINORITIES BE CONSIDERED BY FEDERAL CONTRACTORS FOR SUBCONTRACTING

Immediate Assistance: The Committee recognizes that success in business is frequently the result of being known as a supplier of goods and services in the marketplace. Testimony before the Committee pointed out that many visible minority businesses find it difficult to advertise themselves to other businesses - because of language problems, lack of advertising expertise, and ignorance of business contacts. The Committee urges, therefore, that the Department of Supply and Services establish a program which invites visible minority businesses to list themselves with the Federal Government. These lists will then be compiled into a directory of visible minority sub-contractors. The directory should be furnished to all federal contractors, who will be required to consider the sub-contractors that are listed.

RECOMMENDATION:

Supply and Services Canada should compile a directory of visible minority sub-contractors, furnish this directory to all federal contractors, and require that visible minority enterprises be considered for subcontracting.

RECOMMENDATION

17



INVESTIGATE LICENSING PRACTICES AND THE EVALUATION OF NON-CANADIAN ACADEMIC DEGREES

Considered Comparable: The following letter was received by an immigrant from Jamaica. It was dated December 21, 1979 and was signed by an Evaluation Officer of the Ontario Ministry of Education, and the Ministry of Colleges and Universities. The person concerned holds a B.A. Honours Degree from Harvard University and a Ph.D. from Stanford University.

"TO WHOM IT MAY CONCERN"

"Based upon information available to the Ministry of Education and the documents provided... this person's educational attainment in the United States may be considered comparable to the completion of at least Grade Thirteen in the current Ontario school system."

No Recognition: The response in this letter underscores the concern expressed in submissions to the Committee that the evaluation of foreign credentials is such that minority immigrants are prevented from becoming licensed or from receiving recognition for their credentials.

Provincial Responsibility: Licensing and accreditation are predominantly a provincial responsibility. Canadian immigration officers, however, are aided in their assessment of the qualifications of potential immigrants by professional associa-

tions and other licensing bodies. It is, therefore, crucial that the federal government is assured that the evaluation methodology is equitable. Furthermore, it is in the interests of the federal immigration program that immigrants to Canada are not subject to unwarranted hardship after they arrive.

Re-examined: There is a need for foreign educational institutions to be re-examined and a list compiled of those accredited. Some Canadian universities use a 1969 study by the Association of Universities and Colleges of Canada to assist them in assessing universities in India. The documentation is dated and concern has been expressed about the accuracy of some of the evaluations. One Canadian university requires virtually all students with origins in India to have a Bachelor's degree with first class standing in order to be admitted to the first year of the university's Bachelor's degree program. The institutions selected for evaluation should be representative of those nations from which Canada is now receiving immigrants.

Artificial: In addition to the problem with foreign credential evaluation, artificial restrictions posed by certain licensing practices present entry barriers to various professions, skilled trades and apprenticeships. Studies in Canada and the United States have found, for instance, cases of excessive educational entry requirements, nepotism, prohibitive costs and subjective interpretation of eligibility requirements.

Haphazard: The Committee views the current state of affairs in Canada as haphazard, arbitrary and inequitable. In the recommended investigation, the federal government and provincial authorities should look to Australia's Committee on Overseas Professional Qualifications which assesses professional, technical and general qualifications.

RECOMMENDATION:

The Federal Government should, in co-operation with the provincial governments, investigate the methods and organizations for evaluating non-Canadian degrees and credentials, and the licensing and other practices of professions, trades and apprenticeships.

RECOMMENDATION

18



INVESTIGATE WORKING, HOUSING, HEALTH AND SAFETY CONDITIONS FOR IMMIGRANT AND ITINERANT FARMWORKERS

Excluded: The Committee received testimony relating to the conditions of immigrant farmworkers in British Columbia. They are excluded from regulations governing minimum wage, hours of work and overtime. Under the Unemployment Insurance Act, farmworkers must be employed 7 days by a particular employer in order to be insurable. All other employees require a minimum of 15 hours of work or a wage of \$85 per week to be insurable.

Substandard: Nonenforcement of Health Act regulations has contributed to substandard housing conditions. Health and safety provisions under the Workers' Compensation Act do not extend to farmworkers.

Exploited: The Committee recognizes that many employers of farmworkers provide humane conditions for their employees and treat them fairly. At the same time, the general lack of protection experienced by individuals and families makes many of them vulnerable to both physical danger and economic exploitation. Health and safety protection are imperative in an industry with a high rate of occupational disease and risk of injury. Exposure to pesticides is particularly threatening to farmworkers and their children.

Minimum Standards: The Committee believes that, in addition to health and safety regulations, universal minimum housing standards and equality of access to work and social benefits should be applied to all immigrant and itinerant farmworkers.

RECOMMENDATION:

The Federal Government should urge the provincial Departments of Labour, Workers' Compensation Boards and other relevant federal and provincial departments to investigate immediately the working, housing, health and safety conditions for immigrant and itinerant farmworkers.

PROHIBIT FEDERAL USE OF EMPLOYMENT AGENCIES WHICH ACCEPT REQUESTS FOR "WHITES ONLY"

Obliging: Witnesses appearing before the Committee raised the issue of the willingness of private employment agencies to comply with client requests to refer "whites only" for job vacancies. In 1980, the Canadian Civil Liberties Association found that 17 agencies out of 25 surveyed nation-wide would oblige such orders. Similar practices are reported for taxi firms, housekeeping services and real estate agencies.

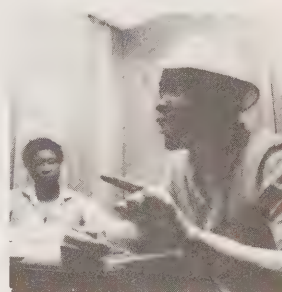
Human Rights Goals: The Committee calls upon all federal departments, agencies and Crown corporations to prohibit the use of any employment agencies which carry on such a practice. At the same time, it urges the provinces and municipalities to undertake an investigation of the situation and to consider using their licensing powers to further human rights goals. The granting of licenses to real estate and employment agencies could be conditional on the inspection of relevant company records by Human Rights Commissions prior to the renewal of licenses. Agencies found in violation should be subject to loss or suspension of business licenses.

RECOMMENDATION:

Government departments, agencies and Crown corporations should not use services of employment agencies which accept requests for "whites only".

RECOMMENDATION

19



ESTABLISH CROSS-CULTURAL TRADE AND COMMUNICATION CENTRES WITHIN BUSINESS SCHOOLS TO ENCOURAGE MULTICULTURAL BUSINESS SKILLS

Asset: The Committee sees the cultural diversity of Canada as a national asset, particularly in its potential for opening up foreign markets to Canadian goods and services. Canadian missions and exhibitions abroad should reflect the multicultural reality of Canada. The cultural richness coupled with business expertise can provide extraordinarily useful information and advice to Canadian businesses regarding opportunities and practices in other countries. It is a fact that business opportunities can and will be lost to Canadians in foreign markets due to misunderstanding and ignorance of local market conditions and customs. A number of joint Canada-Japan fishing ventures ultimately failed because of poor communication and other misunderstandings.

RECOMMENDATION:

The Federal Government should establish, in co-operation with the provinces, universities, and private industry, cross-cultural trade and communication centres within schools of business of several Canadian universities, in order to develop business and marketing skills within a multicultural environment.

RECOMMENDATION

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CHAPTER THREE
PUBLIC POLICY



ZALEENA PANCHAM, NEPEAN

“One of the rights of being a Canadian citizen should be that your relatives can come for visits from other lands without being harrassed.”

“As a Guyanese who has immigrated to Canada, I couldn’t be happier with the treatment and opportunities that my family, relatives and I have received since moving here. With one exception. I feel that Immigration Canada has policies which are discriminatory against people from particular countries, especially Guyana.

“During this entire period, we were forced to wait without any kind of explanation, and my cousin was held in isolation without food or drink.”



“Last November, my husband, daughter, and I were subjected to treatment at Ottawa Airport which I think should be unforgivable in a country like Canada. A cousin of mine, coming from Guyana for a three-week visit, was detained without communication for five hours, from 9.30 in the evening until 2.30 in the morning. During this entire period, we were forced to wait without any kind of explanation, and my cousin was held in isolation without food or drink.

“The problem as it turned out stemmed from the fact that he arrived here with only \$80, and that the invitation letter from me was signed “Sister Zaleena”. The reason for the little cash was that this is all that the Guyanese permits its nationals to take out of the country. And my cousin calls me “Sister Zaleena” because we are a very close family, and our particular relationship has been like that of older sister and younger brother.

“I was questioned at one point during our wait by a younger officer who asked a great deal of personal information about my family, our home, our community in Georgetown—all without informing me what the problem was with my cousin’s visit.

“We are citizens just like other Canadians—and Canadians come from many different countries. One of the rights of being a citizen should be that your relatives from other lands can visit here without being harrassed. If Canada has special policies for people from particular countries, they should at least make these clearly known. What transpired that evening

could have been handled in 30 minutes in a straightforward manner. If a bond is what was required, that could have been signed right at the beginning.

“Special precautions may be required by the Immigration Department to ensure that a person on a visit leaves at the right time. But what is totally unacceptable to me is the rude, insensitive behaviour of the immigration officials that evening.”

“I have been told that there have been cases of Guyanese people using their visits to Canada as a way of staying here illegally. That may be, and special precautions may be required by the Immigration Department to ensure that a person on a visit leaves at the right time. But what is totally unacceptable to me is the rude, insensitive behaviour of the immigration officials that evening.

“We have another Guyanese friend who was detained in similar fashion with three young children. For five hours he was not allowed to provide for their feeding or toilet needs. They would not allow him to get his bags. Incidents like this and like ours leave a very bad image of immigration and of the Canadian government.

“What is ironic about this whole affair is the treatment my cousin subsequently received from the United States immigration people during his visit here. My husband and I were invited to a wedding in the States and we wanted to take my cousin with us. We applied to the U.S. Embassy here, and he received a visa in just 45 minutes. They couldn't have been more kind, courteous and helpful.

“This whole affair was deeply upsetting for all of us. My cousin returned to Guyana three weeks later with a very bad image of Canada. For my part, I intend never to go through this kind of experience again.”

“In the end, I had to post a \$1000 bond to ensure that he would leave the country—even though he had a return ticket, a letter from his employer stating the date he would return to his job in Georgetown, and the letter from me clearly stating that I would take financial care of him for the three weeks that he was here.

“This whole affair was deeply upsetting for all of us. My cousin returned to Guyana three weeks later with a very bad image of Canada. For my part, I intend never to go through this kind of experience again. I have no assurance at this point that another relative of mine will be treated any better. It makes me very reluctant to invite anyone here.





PUBLIC POLICY

It is difficult to overestimate the symbolic importance of political institutions in a society. The legitimacy of government action and public policy depend upon the credibility of the institutions which administer them. Clearly, if Parliament, government departments, agencies and organizations are to maintain their credibility, they must adequately reflect the nature of the society in which they are based.

The federal government has already recognized this principle of representation with respect to its role as an employer. Special programs have existed for some time to promote the participation of veterans, francophones, women, aboriginal people and the handicapped in the public service. Similarly, efforts have been made to assure a certain level of representation for women and francophones on various boards and commissions staffed by Governor-in-Council appointments. Such initiatives, while they have not yet entirely achieved their objectives, are to be commended; not only do they serve to rectify an unjust situation, they also provide a positive example for the private sector. Yet many submissions made to the Committee stressed the fact that visible minorities are perceived to be under-represented or even excluded from many of these key bodies. As a result, the Committee believes that the federal government must now quickly take action to ensure the presence of visible minorities in these very important public institutions, in order to adequately reflect the multicultural and multiracial nature of Canadian society.

In addition to being representative of its society, however, government also has an obligation to reflect the concerns of that society and, on occasion, to lead it, in the making of public policy. Briefs and testimony received by the Committee frequently referred to the inadequacy of the federal government's current multicultural policy and the mechanisms which exist to implement it. As well, concerns were expressed as to the lack of sensitivity demonstrated in the administration of some other areas of federal policy, with respect to the concerns of multiculturalism in general and visible minorities in particular.

This chapter therefore examines the issues raised during the Committee's deliberations concerning the federal government, both in its capacity as employer and as maker of public policy. It identifies several ways in which the participation of visible minorities can be increased and multicultural policy can be strengthened and enhanced.

INCREASE THE PARTICIPATION OF VISIBLE MINORITIES ON FEDERAL BOARDS AND COMMISSIONS

Crucial: There is a widespread perception that visible minorities are significantly under-represented on federal boards and commissions and at the most senior levels of the public service. This perceived lack of representation at the top is considered to be a crucial problem because the absence of any positive role models affects the image which visible minorities have of themselves. It leads them to conclude that unnecessary obstacles continue to exist which prevent their full participation in the public life of their country. It also distorts the majority's image of Canadian society, reducing visible minorities once again to the invisible.

Benefits: It has also been argued that several positive benefits would result from an increased presence of visible minorities in these types of positions. Such appointments could serve to encourage visible minority youth to consider a public service career and could also enhance minority recruitment potential at all levels. The appointment of visible minorities to boards and commissions such as the CRTC and the Canada Council would increase the sensitivity of these bodies to the concerns of those minorities, in the same way that the case has been made for women and other target groups.

2,000: Board and Commission positions are staffed by Governor-in-Council appointments - that is, appointments made by the Prime Minister in consultation with his Cabinet colleagues and, in the case of deputy ministers and heads of Crown corporations, the Committee of Senior Officials. There are approximately 2,000 such positions, of which some 450 are full time. However, in a given time period only a certain number become available. For example, in 1983 there were 682 appointments made, the majority of which were reappointments. Only 122 were for full-time positions.

Action: At the federal level, appointments in the Governor-in-Council category have already been successfully used as a mechanism for positive action by the government. Such appointments reflect a higher rate of participation for francophones and women, for example, than those made under the Public Service Employment Act.

Promising: Given the current restraints on hiring in the federal public service and the well-documented barriers to advancement which members of all disadvantaged groups along with their majority colleagues already employed in the public service presently are encountering, Governor-in-Council appointments would appear to be one of the most promising areas in which the federal government could easily and decisively demonstrate a leadership role with respect to the participation of visible minorities in the public sector in the immediate future.

These appointments would be facilitated by the following factors:

- The rotational or limited terms of the present incumbents allow for an immediate increase in the representation of the target groups without disrupting operations.
- Only a small number of posts would be needed to achieve representation.

RECOMMENDATION

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- There is already an adequate number of visible minority candidates with the necessary qualifications from which to draw for appointments.

RECOMMENDATION:

The Federal Government should use Governor-in-Council appointments to increase the participation of visible minorities on federal boards and commissions as well as in the senior management of the Public Service and Crown corporations.

RECOMMENDATION

22



ADD VISIBLE MINORITIES TO THE LIST OF TARGET GROUPS FOR MANDATORY AFFIRMATIVE ACTION

The under-representation of visible minorities within the federal public service at all levels was a constant theme in briefs and at hearings before the Committee. Perceived obstacles to adequate representation were identified with respect to a) entering the public service:

- The practical obstacle of preference for citizens over landed immigrants;
- Linguistic and/or cultural biases in the selection process (e.g. different accents, behaviour patterns, etc.);
- Biased evaluation of foreign academic or professional credentials. b) career development:
- Visible minority public servants, and especially visible minority women, are constantly underemployed;
- Professionals from visible minorities reach an early career plateau.

As a result of these perceived obstacles, many witnesses before the Committee advocated the implementation of comprehensive affirmative action programs in the public service for visible minorities. Requests were made for the removal of structural barriers to entry and promotion, for access to internal training and career development programs, and for the increased representation of qualified members of visible minorities through positive action in recruitment.

Difficult: There are several existing affirmative action programs within the federal public service, whose target groups have been identified variously as women, the handicapped and native people. Many have been in operation since the mid-70s, yet it is often difficult to evaluate their efficacy. This is apparently due in part to the voluntary nature of these programs - few if any sanctions could be imposed on departments with poor performance records and few if any specific goals or targets were set. Even with a high degree of political will, such a loosely structured voluntary system would be difficult to effectively implement. At the same time, the fact that both native persons and the handicapped together constitute less than 2 per cent of employees in the federal public service, and that women continue to be seriously under-represented at managerial levels, suggests

that positive action must be taken to rectify the situation if the federal government is to demonstrate its leadership role vis-à-vis the private sector.

Targets: As a result, the Committee was pleased to note the policy statement released by the President of the Treasury Board on June 27, 1983, which introduced mandatory affirmative action programs within the public service for women, the handicapped, aboriginal peoples, and Blacks in Nova Scotia, as well as his subsequent announcement of October 13, concerning a specific target for the number of women appointed to the management category of the public service (a projected increase from the current level of 217 to 475 by March 31, 1988). The Committee wishes to endorse this new approach to affirmative action policy, which it hopes will also be applied to the armed forces and Crown corporations.

RECOMMENDATION:

The Treasury Board, as the employer under the Public Service Act, should immediately add visible minorities to the list of target groups for mandatory affirmative action.

DETERMINE THE EXTENT TO WHICH SYSTEMIC DISCRIMINATION EXISTS IN THE PUBLIC SERVICE

Difficult: The Committee found that many of the perceptions outlined above regarding the unintentional obstacles and artificial barriers to the participation of visible minorities in the public service were difficult to substantiate or disprove.

Long Range: At the same time, while it believes that a mandatory affirmative action program must be set up to rectify the current under-representation of visible minorities in the public service as quickly as possible, the Committee also recognizes that efforts must be made to eliminate the root causes of this problem so that, in the long run, visible minorities will have equal opportunities for recruitment and advancement and the mandatory program will no longer be necessary.

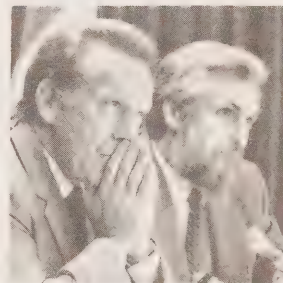
Study: For both of these reasons, and given the important role which systemic discrimination in general has been shown to play in the denial of full participation to disadvantaged groups, it would appear that an overall examination of public service personnel procedures, guidelines and regulations is in order.

RECOMMENDATION:

The Canadian Human Rights Commission should conduct a study to determine the extent to which systemic discrimination exists in the Public Service, Crown corporations and those sections of the private sector which fall under federal jurisdiction.

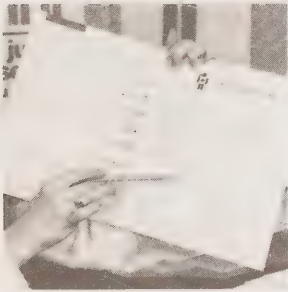
RECOMMENDATION

23



RECOMMENDATION

24



ELICIT ACCURATE DATA ON VISIBLE MINORITIES

Hard Data: Throughout its deliberations in this area the Committee was struck by the absence of definitive data or official statistics on the work force profile of visible minorities. The Federal Commissioner of Human Rights in particular raised this point during his testimony. The Committee also noted the requirement under the new mandatory affirmative action program for departments to proceed with work force analyses. Officials working in existing federal affirmative action programs frequently have lamented the lack of hard data on two of the current target groups, aboriginal people and the handicapped, and have stated on several occasions that visible minorities would be impossible to include as a target group due to the difficulty in determining reasonable goals and the size of the potential pool of qualified workers.

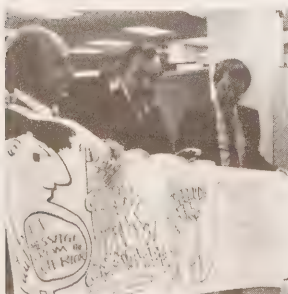
Information: The Committee does not share this rather pessimistic view, believing instead that meaningful initiatives can be taken to recruit and promote individual members of disadvantaged groups at the same time that comprehensive statistics are being compiled. The importance of compiling such data should not be minimized. There is an overriding necessity for this information, which can be acquired without infringing on an individual's rights and freedoms. Moreover, several of the groups which testified before the Committee have indicated their support for this initiative.

RECOMMENDATION:

Statistics Canada, in the 1986 minicensus and the 1991 decennial census, should include the requisite additional questions to elicit accurate data on visible minorities, these questions to be accompanied by an appropriate explanation of the purpose.

RECOMMENDATION

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PROVIDE FOR THE CREATION OF A MINISTRY OF MULTICULTURALISM

Small: This report is concerned with visible minorities and not with multicultural policy per se. It is sometimes difficult, however, to separate one from the other. This is particularly true since the mechanism by which the federal government to date has attempted to implement its 1971 multicultural policy objectives relating to visible minorities is a small race relations unit, located in the Multiculturalism Directorate of the Secretary of State Department.

Limited: Although a separate minister is given responsibility for the multicultural portfolio, in the present structure officials of the Directorate must report through the Secretary of State senior management hierarchy. The official responsibility for the implementation of the federal government's entire multicultural policy is therefore confined to a low-level management position, with limited access to the Minister or senior officials, while the deputy minister, who reports directly to the Minister responsible for multiculturalism, also reports directly to the Secretary of State. This results in the nearly impossible task of wearing two hats and reporting to two ministers. This is a confusing, inefficient and administratively awkward situation.

Divided Time: At the regional and local levels, officials responsible for administering the programs of the Multicultural Directorate are employees of the Secretary of State Department. These officials may have no particular expertise in race relations or multicultural policy generally, but, more importantly, they must divide their time between this area and the administration of several other programs in the department, such as human rights, native citizens, women and official languages.

Priority: The Multiculturalism Directorate has a modest budget which must be distributed internally to a variety of programs, of which the race relations unit is but one element. In fiscal 1983-84 the entire budget for the Directorate was projected to be \$20 million, with approximately \$1.7 million earmarked for initiatives in the field of race relations. These figures would appear to belie the concern expressed by some non-visible minority ethnic groups that a dramatic shift in emphasis has occurred in federal multicultural policy generally, and within the Directorate specifically. On the contrary, a review of the evidence received and its own investigation have led the Committee to conclude that a greater emphasis on race relations and the concerns of visible minorities should be given a high priority in federal multicultural policy in the near future, regardless of what approach is taken to structural revisions.

Serious: The federal government must quickly take decisive action to prevent a potentially serious race relations problem from developing. This is not a unique Canadian dilemma. Other countries such as Australia and Great Britain have seen the need for harmonious race relations and have attempted to promote good relations in a positive manner through the passage of legislation that has resulted in comprehensive race relations policies.

Background: In Canada, the 1971 policy enunciated by the federal government was a clear indication that it recognized the multicultural reality of Canadian society and accepted responsibility for protecting and promoting that cultural diversity. Its initiatives in the intervening years to implement this policy have concentrated primarily on the provision of legal safeguards, such as the Canadian Human Rights Act and entrenchment of a Charter of Rights and Freedoms in the Constitution, and financial assistance for the maintenance and development of various ethnic heritages.

Strengthened: While these initiatives are to be commended, the Committee believes that this multicultural policy must now be strengthened and greater emphasis placed on the race relations element, in order to accommodate the new realities of Canada's multiracial society. The creation of the race relations unit in the Multiculturalism Directorate in 1981-82 and the commissioning of the situation reports by the former minister the following year, as well as the establishment of this special parliamentary committee, suggest that the federal government is already aware of this situation and anxious to address the issues.

Specific: The government should proceed with legislation to provide statutory recognition for its multicultural policy, as indicated in the December 1983 Speech from the Throne. Such legislation should not only strengthen and expand on the principles enunciated in 1971, but should also create a specific department to administer the Act, thereby rectifying the numerous administrative difficulties outlined above, as well as reflecting the increased importance which the government attaches to this subject.

Considerations: At the same time, the Committee recognizes and wishes to highlight the potential drawback of relegating all issues related to multiculturalism to one department. In order to avoid the possible "ghettoization" syndrome which could result, care should be taken to ensure that the new department's mandate includes a clear designation as the "lead" ministry, responsible for the coordination of related policy issues emanating from other departments. To this end, a directive similar to the one currently identifying the Secretary of State as the minister responsible for coordinating all domestic federal human rights activities might be an appropriate model. Similarly, the Committee is also aware of the potential costs involved in creating a new ministry, but believes the infrastructure requirements can be minimized if existing funds are used to advantage.

RECOMMENDATION:

The Federal Government should immediately introduce in Parliament a Multiculturalism Act, creating a Ministry of Multiculturalism.

RECOMMENDATION

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ESTABLISH A STANDING COMMITTEE

Annual Report: In order to ensure the necessary parliamentary supervision of the Act, and consistent with the approach taken in the area of bilingualism, the House of Commons should establish a Standing Committee on Multiculturalism, to which the annual report of the Ministry would be referred.

RECOMMENDATION:

The House of Commons should amend Standing Order 69 (1) to establish a Standing Committee on Multiculturalism.

RECOMMENDATION

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STRENGTHEN THE MANDATE OF THE CANADIAN MULTICULTURAL COUNCIL

Reduction: Several of the briefs and submissions received by the Committee referred critically to the recent reduction in size and renaming of what was the Canadian Consultative Council on Multiculturalism. The Committee is inclined to agree that the original number was unwieldy but at the same time believes that the mandate of the new Canadian Multicultural Council (CMC) should be strengthened.

Closely: A strong Council provides an invaluable opportunity for visible minorities and other ethnic groups from the private sector to work closely with government in developing multicultural policy and identifying problems in other areas of public policy. The creation of such councils has been helpful in other multicultural, multiracial societies. It is also consistent with the federal government's stated desire to consult more closely with citizens in a variety of other policy areas through consultative bodies and councils.

Mandate: For example, the Canadian Advisory Council on the Status of Women has provided a useful mechanism for alerting both the public and private sectors to important issues related to the concerns of women and for influencing the making of public policy. As opposed to the Canadian Multicultural Council, which has to date served primarily as a consultative body for government, the Advisory Council's mandate is more aggressive. Its terms of reference are: to bring before the government and the public, matters of interest and concern to women; and to advise the Minister responsible for the Status of Women on such matters as the Minister may refer to the Council for its consideration or as the Council may deem appropriate. The Committee believes that the CMC should be preserved and given a similar mandate.

RECOMMENDATION:

The Canadian Multicultural Council should be reconstituted as the Advisory Council on Multiculturalism, with a mandate similar to that of the Advisory Council on the Status of Women.

ENSURE EQUITABLE IMMIGRATION PROCEDURES

Obstacles: Although many members of visible minorities were born in Canada and some, such as the Blacks in Nova Scotia and the Japanese and Chinese in British Columbia, have been here for generations, the majority have immigrated to this country from elsewhere. As the chapter on Social Integration has demonstrated, the additional obstacles which visible minorities must overcome as immigrants are substantial.

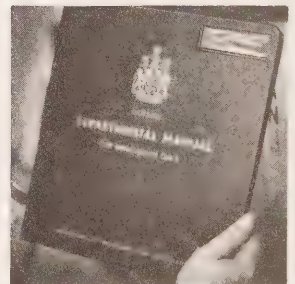
Treatment: The visitor and the would-be immigrant's first exposure to Canada, and to the federal government, comes at border points when he or she encounters customs and immigration officers. The treatment which visible minorities receive in these situations was unquestionably one of the most frequently raised topics in Committee hearings, briefs and submissions. Rightly or wrongly there is a widespread perception among visible minorities that, in the words of one witness, "turbans attract questions."

Pilot Project: In recognition of the problem, the Canada Employment and Immigration Commission instituted a one year pilot project Client Relations Officer function in January 1980 at Toronto International Airport. The stated purpose of this new complaint handling mechanism was to heighten the awareness of the general public and the special interest groups of the Commission's complaint handling machinery and to increase its credibility with the public and special interest groups.

Selection: The project was evaluated in two phases by the department, in February-March 1980 and September-November 1980. Interviews with lawyers and representatives during the first phase showed that the general impression gained of the handling of incoming residents was favorable—the only suggestion made for change was that of streaming the traffic into two groups: aliens and returning Canadians. However, the situation of visitors was considered to be quite different.

RECOMMENDATION

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The feeling was widespread that visible differences affected both the selection of individuals and the way in which the secondary examination process was conducted.

Subtle: The evaluators reported that all respondents in their sample voluntarily raised the subject of discrimination in the course of the interviews, either directly or obliquely. The general impression they conveyed was that discrimination continues to exist and has merely become more subtle and sophisticated.

First Step: The Committee believes that the project was a valuable first step in addressing the issue of immigration policy and race relations and wishes to draw attention to it.

RECOMMENDATION:

Employment and Immigration Canada should take appropriate steps to ensure that members of visible minorities are not unduly singled out for unusual immigration procedures and that all such procedures are adequately explained to arriving persons and their awaiting relatives and friends.

RECOMMENDATION

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EXAMINE THE EFFECTS OF THE FAMILY REUNIFICATION PLAN

Deliberately: Numerous complaints were received by the Committee concerning the various procedures and regulations covering the concept of family reunification. There appears to be a widespread perception that certain of the regulations and their interpretation are deliberately discriminatory; certainly it is true that the concept of the extended family, prevalent in many Third World countries, is a difficult one to deal with in the North American context.

Concerns: The Committee is aware of the various legitimate problems which the concept poses for immigration officials, but it is also sympathetic to the humanitarian concerns raised by many visible minority immigrants. At present there does not appear to be sufficient data available to ascertain the validity of certain allegations concerning the longterm implications of relaxing these regulations.

RECOMMENDATION:

Employment and Immigration Canada should conduct a comprehensive study of the current situation with respect to immigrants who have been admitted to Canada through the Family Reunification Plan, to determine whether or not there are substantial differences between them and other immigrants in terms of their ability to successfully integrate into Canadian society.

REVIEW THE POLICY OF ESTABLISHING IMMIGRATION OFFICES IN THIRD WORLD COUNTRIES

Criticism of the lengthy delays in processing applications from Third World countries generally, and India in particular, is frequent. It is alleged that far fewer offices exist in Third World countries, that procedures are especially onerous, and that lengthy delays are often unexplained.

Largest: In a written response to these allegations, provided by the Secretary of State for External Affairs in November 1983, it was noted that in 1982 India was the fourth highest source country for immigrants entering Canada and that the immigration section in the Canadian High Commission in New Delhi is the largest immigration processing office in the world. It was also noted that the lengthy processing period, which can be attributed primarily to factors such as the lack of a reliable system of record-keeping in the country of origin, has nevertheless been reduced on average by 20 days from 1982 to 1983.

Review: On balance the explanations provided by the Department of External Affairs appear reasonable and reflect no deliberate or systemic discrimination against visible minorities. However, it would also appear that a general review of policy in this area, including the determination of the number and location of offices in Third World countries, and the expansion of options such as honorary consuls or regularly scheduled tours by officials, is in order.

RECOMMENDATION:

External Affairs Canada should conduct a general review of its policy with respect to the location of offices and the procedures for processing applications in Third World countries from which Canada receives substantial numbers of immigrants and/or visitors.

RECOMMENDATION

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CONDUCT AN EVALUATION OF EMPLOYMENT DEVELOPMENT PROGRAMS

Programs: Because of the need to develop a public policy on unemployment and underemployment, the federal government has a secondary role as an employer outside of the public service. In the wake of economic recession, high unemployment and dramatically changed work force skill requirements, the federal government over the past few years has developed a number of employment assistance programs in line with the strategy outlined in the 1981 task force report on Labour Market Development in the 1980s.

Action: Some of these programs, such as the National Industrial Training Program, and several of the Employment Development Programs such as LEAP, Summer Canada and Canada Community Development Projects, already contain a specific positive action component for Native People and Inuit. Others, such as the Outreach Program designed for Blacks in Nova Scotia, are exclusively directed towards a target group.

RECOMMENDATION

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Necessary: Few of these projects have been evaluated, and some have been in existence only a short time. Others, such as the Native Employment Program, can hardly be classed as successful based on available statistics. Nevertheless, the obvious and compelling need for some sort of mechanism to introduce other disadvantaged visible minorities, and especially visible minority women, to the labour force skills necessary for their integration into the mainstream of Canadian society, forces the Committee to conclude that these programs, despite their uneven or untested record, are a necessary first step, and that they can be successfully refined and adapted to accomplish their objectives.

RECOMMENDATION:

Employment and Immigration Canada should conduct an immediate evaluation of its Employment Development Programs and refine them accordingly; should expand such programs to include all visible minorities as a target group in their affirmative action component; and should pay particular attention to visible minority women, who are doubly disadvantaged.

RECOMMENDATION

32



ACCOMMODATE PROGRAMS TO UNIQUE ETHNOCULTURAL GROUPS

Communal: The Hutterite Community of Manitoba appeared before the Committee to outline some of the problems which they encounter in their dealings with the federal government because of their communal style of living. A basic concern was that they are frequently ineligible for government programs or subsidies because the various rules or regulations are geared to individuals and do not recognize collective living arrangements. For some grants, they are allowed only communal applications, while for others they are deemed ineligible. For example, in the recent past, the Hutterites have been deemed ineligible to apply for Farm Credit Corporation mortgages, Registered Home Ownership Plans and urea formaldehyde grants, because of their communal status. This status has not, however, prevented them from paying income tax.

Sensitivity: The Committee sympathizes with the concerns raised by the Hutterite witnesses, but also recognizes that many of these concerns are specific to this particular group. Nevertheless, the Committee notes that federal officials were able to exercise discretion and negotiate a compromise with the colonies concerning the Canada Pension Plan. It does not appear unreasonable to conclude that similar accommodation might be possible in other areas if sufficient sensitivity to minority concerns were brought to bear on the problem.

RECOMMENDATION:

The Federal Government should, when requested, and when the integrity of the program will not be compromised, accommodate its programs to the needs of unique ethnocultural groups.

RECOMMENDATION

33

**RIGHT THE WRONG**

The December 7, 1941 attack on Pearl Harbour by the Japanese opened one of the most sordid chapters in Canadian history. It led to the evacuation, internment and exile of most Japanese-Canadians then living in British Columbia, including a large number who were born in this country. These events were the culmination of a long standing history of anti-Chinese and anti-Japanese attitudes, actions and legislation in British Columbia in particular and in Canada generally. The 1941-48 treatment of Japanese Canadians, while fueled by rumours and pro-war national chauvinism, was therefore grounded in a lengthy tradition of racial intolerance.

Confiscation: A series of wartime regulations led to the confiscation of fishing boats, farms, businesses and homes belonging to Japanese-Canadians that were eventually sold off for considerably less than market value. The right of Japanese Canadians to travel in Canada was strictly regulated. By the end of October, 1942, approximately 21,000 out of 22,000 Japanese-Canadian residents of British Columbia were uprooted and forcibly relocated. As many as 4,000 were sent to the Prairies and Eastern Canada. Others were sent to abandoned mining towns and hastily built shack towns in the interior of British Columbia. Families were often divided. Many of the men worked in road camps.

Repatriation: In 1945, those Japanese-Canadians still in the interior of British Columbia were given the "option" of relocating in Eastern Canada or "requesting repatriation to Japan". Approximately 10,000 opted for repatriation because they were unwelcome in many parts of Canada. Once the war with Japan had ended in September 1945, the Government of Canada passed legislation and orders-in-council which would enable it to deport not only Japanese nationals living in Canada, but Japanese-Canadians who were either native-born or naturalized citizens of this country as well as their spouses and children, to Japan.

Power: Both the Supreme Court of Canada and the British Judicial Committee of the Privy Council upheld the power of the Canadian Government to take these actions. Ultimately, some 4000 Japanese-Canadians, many of whom were born in Canada and had never seen Japan, were sent to that country. They went to Japan "voluntarily" before January 1947, when the Canadian Government announced it would not formally carry out its deportation policy and repealed the deportation regulations. The restrictions on travel by Japanese-Canadians were not removed until 1948.

Not Entitled: In 1947, the Government of Canada set up a Commission of Inquiry under Mr. Justice R.I. Bird of the British Columbia Supreme Court to investigate the pecuniary losses suffered by Japanese-Canadians. It was concluded by Mr. Justice Bird that much Japanese-Canadian owned property and many businesses were sold at less than fair market value. He also concluded that many Japanese-Canadians were not entitled to compensation. Many Japanese-Canadians did not submit claims to the Commission or could not do so because they were out of the country. The awards that were made often did not represent the true value of the property or businesses that had been confiscated.

Urgency: The wrong done to Japanese-Canadians must be rectified. Members were deeply moved by the presentation made to them in Toronto by the representatives of the Japanese-Canadian community. The Canadian Jewish Congress also strongly urged that the wrong done to Japanese-Canadians be righted. There is a moral imperative and a sense of urgency underlying the claims of this community.

Attempt: In late January, 1984, The National Redress Committee of the National Association of Japanese Canadians set out its position in a resolution passed by it in Winnipeg. The National Redress Committee would like an official acknowledgement from the Government of Canada of the way in which it mistreated the Japanese in Canada during and after World War II. It would also like to undertake negotiations with the Government of Canada on the manner in which these wrongs are to be redressed. Although the moral and historical damage done to Japanese-Canadians may be difficult to rectify, the Committee believes that the Government of Canada should make the attempt and, in conjunction with the National Redress Committee, begin to close this chapter in Canadian history.

RECOMMENDATION:

The Parliament of Canada should officially acknowledge the mistreatment accorded to the Japanese in Canada during and after World War II and the Government of Canada should undertake negotiations to redress these wrongs.

RECOMMENDATION

34



REVIEW THE WAR MEASURES ACT

The regulations allowing for the relocation of Japanese-Canadians and the control of their property and travel during World War II were adopted under the War Measures Act. The regulations allowing for the expulsion from Canada of Japanese-Canadians were adopted at the end of World War II under the National Emergency Transitional Powers Act 1945, which was adopted when the War Measures Act expired. The extraordinary powers given to the federal cabinet were never successfully challenged in the courts.

Protect: The War Measures Act is still on the statute books and could still be used in a situation of real or apprehended war, invasion, or insurrection. In a brief to the Committee, the Human Rights Committee of the National Association of Japanese-Canadians urged that the War Measures Act be amended to ensure that the rights and freedoms of Canadians are properly protected.

Upheld: Although we now have a Charter of Rights and Freedoms in Canada, it is very likely that national emergency legislation, such as the War Measures Act, would be upheld. It is less clear whether measures similar to those used against Japanese-Canadians during and after World War II would be held to be valid under the Charter.

RECOMMENDATION:

Justice Canada should review the War Measures Act with a view to proposing the safeguards necessary to prevent a recurrence of the kind of mistreatment suffered by the Japanese in Canada during and after World War II.

CHAPTER FOUR

**LEGAL & JUSTICE
ISSUES**



MARC MAGER, LONDON

“The Nazis didn’t start the extermination of the Jews with gas chambers, they started with name calling and hate letters.”

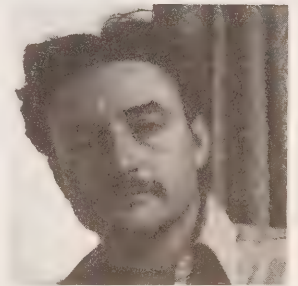
“For the past three-and-a-half years, I have been subjected to continual racial harrassment in my job as a letter carrier with the Post Office in London. During that time, I filed several complaints with the police, and have lodged a formal complaint last year with the Ontario Human Rights Commission. The Commission investigated and ruled in my favour, but so far the Post Office has not complied with the terms of the judgement. I fear that the harrassment will now continue in other forms.

“If it wasn’t so hurtful and dangerous, you’d have to feel sorry for the weak minds that come up with thoughts and words like these. But you can’t let them get away with it.”

“I can give you just a sample of the kind of insults, both spoken and written, that I have received. These people can’t live with the fact that I am a Polish immigrant and Jewish, so they have attacked me in ways which have hurt deeply:

- “Immigrants are scab labour”
- “You dumb Polak bitch”
- “Go back to Pakistan”
- “You know what we do with Jews, we put them in the oven”
- “Hitler had the right idea, he just missed a few.”
- “The Nazis were first doing to make dog food out of the Jews but the dogs wouldn’t eat it, so they made lamp shades and gloves out of them instead.”

“I think you get the idea of what it was like, day in and day out. If it wasn’t so hurtful and dangerous, you’d have to feel sorry for the weak minds that come up with thoughts and words like these. But you can’t let them get away with it, because that’s exactly how it got started in Germany. The Nazis didn’t start the extermination of Jews with gas chambers, they started with name calling and hate letters. Once they got away with that, they felt bold enough to try nastier methods.





“This especially infuriated the supervisors and manager because it gave them a situation they didn’t want to face. It demanded that they take a stand on a fundamental human issue, and none of them had the integrity or courage to do that.”

“One of the things that made these people mad was that I fought back. This especially infuriated the supervisors and manager because it gave them a situation they didn’t want to face. It demanded that they take a stand on a fundamental human issue, and none of them had the integrity or courage to do that. So they all ended up being publicly humiliated by the Rights Commission and judgement.

“I don’t think we have enough protection, but the new Constitution does make it clear that certain kinds of harassment are illegal. If we don’t use the rights that are on the books to protect ourselves, then we will lose even these.”

“Most immigrants don’t fight back, because they are afraid, or because they feel they can’t win—or because they are ignorant of their rights under the law. I don’t think we have enough protection, but the new Constitution does make it clear that certain kinds of harassment are illegal. If we don’t use the rights that are on the books to protect ourselves, then we will lose even these.”

“The Commission ruled in my favour on four points. First of all, they said that I had to be reinstated in my normal job station, from which I had been removed because “it was causing a problem”. The manager tried to avoid dealing with the harassment issue by removing me from view.

“Next, I was awarded financial compensation, several thousand dollars, because of the mental and emotional anguish I had endured.

“They said that the Post Office must establish new, tougher policies to deal with harassment—and, finally, that these policies must be translated into an educational program for all supervisors and employees.

“The judgement came down three months ago (November 1983), and so far I have not been returned to my job station, there has been no financial compensation, I have seen no new policy on harassment, and there is no educational program in place. So, I want to know when all of this is going to happen. Or is this just another, more subtle, form of harassment—bureaucratic delay?

“Fighting for your rights is definitely worth it, for several reasons. First of all, it allows you to live with yourself. Regardless of how much cruelty you endure, you can feel proud if you speak out and fight back.”

“Fighting for your rights is definitely worth it, for several reasons. First of all, it allows you to live with yourself. Regardless of how much cruelty you endure, you can feel proud if you speak out and fight back. Secondly, I feel that I am contributing to the confidence of other immigrant employees. There are over 60,000 people working in the Post Office, and many of them are immigrants who are subjected to the same kind of stupidity that I encountered. And there are workers in many other places who have these experiences. If they can read that the laws of the country backed me up, they will have more confidence to fight back.

“Finally, I want my experience to point out the importance of the Human Rights Commission. They worked hard on my behalf, but they are terribly overworked. There’s only so much they can do, and each investigation takes a long time. I urge the federal and provincial governments to increase greatly the resources of the Commission so that it can take on more investigations.



LEGAL & JUSTICE ISSUES

Recourse to the law is rarely the most effective way to deal with social problems. The law does, however, perform an important, if often secondary, function. It is used to ensure that socially desired goals are attained and to prevent them from being undermined. It also has an educative function - it says to the citizens of a democracy that certain behaviour and acts are unacceptable and are to be sanctioned by punishment. The law thus acts not only to enforce certain rules but also to ensure that the bounds of acceptable behaviour are clearly understood by the populace.

Many witnesses advocated tougher laws and better trained police officers as ways to promote more harmonious relations in Canadian society and to reduce racism. Many visible minorities feel that present laws do not adequately ensure that they can live in peace and without fear.

Police officers are perceived by visible minorities to respond to complaints with misunderstanding, reluctance and even animosity; and to respond to complaints against visible minorities with over-enthusiasm and unwarranted assumptions. Recruitment of visible minorities as police officers and recruitment of whites who are disposed to be tolerant of racial diversity were seen as helpful by witnesses. Training programs to promote cross-cultural understanding were seen by witnesses as imperative for current police forces.

The Committee's deliberations in this area have been influenced by a sensitivity to the important issues of civil liberties and by a desire to promote conciliation, not polarization, between individuals and groups in Canadian society.

SIMPLIFY THE REQUIREMENTS FOR SECURING CONVICTIONS IN CASES INVOLVING HATE PROPAGANDA

Negative: The problem of hate propaganda has existed for almost as long as the printing press. It is noted for its misrepresentation of racial and religious groups through the depiction of negative stereotypes. The groups that create and distribute hate literature are often small in membership but compensate for this by the violence of the caricatures and ideas they promote. The purveyors of hate propaganda are not interested in promoting ideas and encouraging debate but rather prey on the intolerant tendencies they sense in those exposed to their material.

Change: Recent waves of immigration have brought more visible minorities to Canada. At the same time the Canadian economy has experienced difficult times. The combination of the two seems to have produced an atmosphere that may be ripe for racially motivated incidents.

Inundated: In the early and mid-1960s, Canada was inundated with hate literature, much of it anti-semitic and anti-black. Some of the literature at that time was produced in Canada, but most of it was imported from the United States and given wide distribution in this country. Because of the virulence of this material and the widespread distribution it was given, the Minister of Justice in 1965 set up the Cohen Committee which reported to him on this problem before the end of that year. The Committee recommended that the Criminal Code be amended to deal with the advocacy of genocide and the defamation of identifiable racial groups. It also recommended that a number of defences be included in the Criminal Code and that the consent of the provincial Attorneys General be necessary for a prosecution in this area. As a consequence of the Cohen Committee's Report, Ss. 281.1-281.3 were added to the Criminal Code.

Imported: There has been a recent upsurge in hate propaganda. It has been found in virtually every part of Canada. Not only is it anti-semitic and anti-black, as in the 1960s, but it is also now anti-Roman Catholic, anti-East Indian, anti-aboriginal people and anti-French. Some of this material is imported from the United States but much of it is produced in Canada. Most worrisome of all is that in recent years Canada has become a major source of supply of hate propaganda that finds its way to Europe, and especially to West Germany.

Action: Despite the growth in the production and distribution of hate literature in Canada, there has been very little effective legal action. There have been fewer than half a dozen prosecutions by the provincial Attorneys General under the hate propaganda provisions of the Criminal Code.

Rights: The purpose of expression or association is to encourage the exchange of ideas and the critical examination of social, political, economic and cultural issues. These freedoms enhance debate and help resolve controversy. Hate literature narrows the debate, and promotes, in its extreme, the possible elimination of the debaters. It advocates the limitation or elimination of the human rights of groups and individuals.

RECOMMENDATION

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Problems: The Committee accepts the need for continued hate literature legislation, but it believes that there have been problems with the current provisions in the Criminal Code. For one thing, it requires that the Crown prove that the accused specifically intended to promote hatred through distribution of the literature.

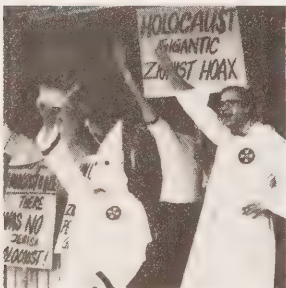
Consistent: A number of witnesses appearing before the Committee urged that the Criminal Code be amended to deal with this problem. The 1982 Vancouver Symposium on Race Relations and the Law urged that the requirement for specific intent be removed from the Code. This amendment would be consistent with the rest of the criminal law where specific intent is the exception and not the rule. The proof of intent has made it difficult for Attorneys General to prosecute in the past. But once this amendment is enacted by Parliament, the Attorneys General should have less difficulty in instituting successful prosecutions.

RECOMMENDATION:

Justice Canada should prepare amendments to Section 281.2(2) of the Criminal Code so that it is no longer necessary to show that an accused specifically intended to promote hatred, in order to obtain a conviction.

RECOMMENDATION

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ELIMINATE THE NEED FOR THE CONSENT OF ATTORNEYS GENERAL TO PROSECUTE INCITEMENT OF HATRED CASES

Protect: One of the provisions recommended by the Cohen Committee and incorporated into the Criminal Code to protect freedom of expression was the requirement that the provincial Attorneys General consent to any hate propaganda prosecution.

Abused: Now that we have an entrenched Charter of Rights, it can be used to shield any Canadian who feels he is being improperly prosecuted under the hate propaganda provisions. The Committee believes that the consent requirement has outlived its usefulness and should be eliminated.

Open: The elimination of this requirement will open the way for any Canadian to launch a private prosecution against a peddler of hate literature. This amendment was urged by many witnesses and endorsed by the Vancouver Symposium on Race Relations and the Law.

RECOMMENDATION:

Justice Canada should prepare amendments to S.281.2(6) of the Criminal Code so that the consent of the provincial attorneys general is no longer required for a prosecution in cases of public incitement of hatred.

CLARIFY THE BURDEN OF RAISING SPECIAL DEFENCES

This section examines three suggested amendments to the Criminal Code.

(1) A number of witnesses have urged the Committee to recommend that the public interest, good faith and religious controversy defences be removed from the hate propaganda provisions of the Criminal Code. If this were done, the effect would be, if the requirement for specific intent were also removed, to create a strict liability offence. This type of offence is not in keeping with the traditions of Canadian criminal law. It would also be susceptible to a potentially successful challenge under the Charter of Rights. The Committee does not believe that these defences should be eliminated. The Committee does believe that the Criminal Code should be amended so that it is made clear that the burden of raising such defences is on the accused at all times and that the Crown is at no time to be required to discharge a burden of disproving such a defence.

(2) Several witnesses have urged the Committee to recommend that the distortion or denial of historical fact for the purpose of incitement of hatred be a criminal offence. This type of historical distortion, in the guise of legitimate historical revision, reaches its zenith of disrepute in the form of Holocaust denial. This is only the most recent and most despicable form of hate propaganda. It is to be denounced in the strongest possible terms. The Committee believes that this type of material is not intended to advocate a new analysis of historical events but, rather, to misrepresent them in such a way as to incite race hatred. The Committee has no doubt that successful criminal prosecutions could be instituted against those responsible for this type of material. If Parliament adopts the recommended amendments to the Criminal Code proposed by the Committee, the provincial Attorneys General should waste no time in prosecuting in appropriate circumstances.

(3) The Attorney General of Ontario indicated to the Committee that he felt that the definition of "identifiable groups" as presently set out in Ss. 281.1(4) and 281.2(7) of the Criminal Code might enable hate propagandists to avoid prosecution by attacking only a part, but not all, of a racial group in their material. The Committee does not believe that the Criminal Code has to be amended to deal with this problem. This type of material is subject to criminal sanction because it defiles an identifiable group in a general sense and not because it attacks all members of such an identifiable group. Even if such hate propaganda purports to caricature only a part of a racial group, it should still be subject to prosecution under the present provisions of the Criminal Code in appropriate circumstances.

RECOMMENDATION:

Justice Canada should prepare amendments to the Criminal Code so that it is clear that the burden of raising special defences is on the accused.

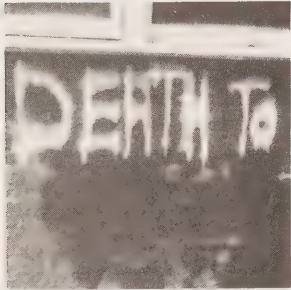
RECOMMENDATION

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RECOMMENDATION

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GIVE POWER TO THE CANADIAN HUMAN RIGHTS COMMISSION TO DEAL WITH HATE PROPAGANDA

Timely: The Committee believes that prosecutions under the Criminal Code should form only one of a handful of legal techniques that should be deployed against hate propaganda peddlers. One of the more timely and less cumbersome means is amending the Human Rights Act to cover this problem.

No Provision: When the Saskatchewan Human Rights Commission appeared before the Committee, its representatives described a problem they had with hate propaganda. Hate propaganda originating in Ontario was found in Saskatchewan. The Saskatchewan Human Rights Commission could not deal with the case because Ontario was the point of origin of the material. The Ontario Human Rights Code does not have a provision for dealing with hate propaganda, whereas the Saskatchewan Act does.

The Law: The relevant section of the Saskatchewan Act states that the production and/or distribution in any shape or form, of literature which exposes, or tends to expose to hatred, ridicules, belittles, or otherwise affronts the dignity of any person or any class of persons because of their race, creed, religion, color, sex, marital status, physical disability, age, nationality, ancestry, or place of origin, is illegal. There is a similar provision in Manitoba.

Recourse: This type of provision enables any Canadian to go to the Human Rights Commission when there is evidence of such material being published. The complaint is handled by the Commission and not by the courts, thus eliminating the need for a lawyer and other legal requirements involved in an ordinary prosecution. The Commission attempts to conciliate the matter and reach a settlement before setting up a tribunal. A tribunal order would likely require an apology, nominal damages and an undertaking not to publish any more like material.

Efforts: The Committee's attention has been brought to the possible civil recourse individuals might have in cases of group defamation.

Section 19 of the Manitoba Defamation Act and British Columbia's Civil Rights Protection Act provide a recourse to the Provincial Supreme Court to an individual who is a member of an identifiable group which is the subject of hate propaganda. These laws allow for injunctions, the award of damages and the imposition of fines.

The Law Reform Commission of British Columbia and the Ontario Attorney General's Office are studying their libel and slander laws, and group defamation forms part of these studies. The Committee commends these efforts and encourages others to undertake similar activities.

RECOMMENDATION:

Justice Canada should prepare amendments to the Canadian Human Rights Act to allow the Canadian Human Rights Commission to deal with hate propaganda.

BROADEN THE JURISDICTION OF THE CANADIAN HUMAN RIGHTS COMMISSION

Regulated: Section 13 of the Canadian Human Rights Act allows the Human Rights Commission to order the discontinuance of the use of a federally regulated telephone service when it is used by an individual for the spreading of racist propaganda.

Jurisdiction: Because of a quirk in Canada's constitution insofar as the regulation of telephone services is concerned, Parliament only has jurisdiction in this area in the Yukon, the North West Territories, Ontario, Quebec and British Columbia. Local telephone service in other provinces is under provincial jurisdiction. Hence the Committee urges these provinces and territories to amend their human rights legislation to include complaints about telephone hate messages.

Difficult: Hate propaganda can be imported or exported, sent by mail, or communicated electronically. In each of these cases, an individual with a complaint must go to a different agency, such as Revenue Canada, Canada Post, Canadian Radio and Television Commission, and is likely to receive a different interpretation from each one.

One: Canadians will be better served if there is one institution that has responsibility for investigating the dissemination of hate propaganda. The most appropriate place for such authority is in the Canadian Human Rights Commission which is already sensitive to and experienced with the issues of racism and racial discrimination.

RECOMMENDATION:

Justice Canada should prepare amendments to the Canadian Human Rights Act to give the Canadian Human Rights Commission jurisdiction to hear complaints dealing with the import and export of hate propaganda and its dissemination through the mails and on radio, television and cable services.

RECOMMENDATION

39



ALLOW THE IMPOSITION OF STRICTER PENALTIES FOR RACIALLY MOTIVATED CRIMES

Extensive: The enactment of criminal law is an exclusively federal matter although the provinces have the responsibility for the administration of justice and prosecute most criminal offences. Many witnesses have told the Committee that the criminal law should be used more extensively to deal with racially inspired acts causing damage and injury.

Racial Slurs: Several witnesses have urged the Committee to recommend that the uttering of racial slurs be made a criminal offence. The April 1982 Vancouver Symposium on Race Relations and the Law urged that the Criminal Code be amended to expressly prevent racist name-calling. Countries such as France, Greece, the Netherlands and Norway have legislation in this area.

RECOMMENDATION

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Unacceptable: The Committee believes that the uttering of racial slurs is an unacceptable practice, but one dealt with more effectively by education. The imposition of a criminal sanction in such circumstances will probably have the effect of reinforcing the prejudices of the utterer of the slur rather than leading him to see it for what it is. In any event, the disturbing of the peace provisions already in the Criminal Code are probably sufficient if it is desired to bring the weight of the criminal law into play in an instance of a racial slur.

Offence: Several witnesses have urged the Committee to recommend that it be a criminal offence to belong to, to organize or to support groups whose purpose is to incite hatred. Countries such as France, Greece, Italy and West Germany have legislation dealing with racist groups. The Committee does not believe that racist groups should be outlawed. Canada does not have a happy experience with this type of legislation - in the 1920s and 1930s, the criminal prohibition of certain types of political activity was used to harass and intimidate minuscule dissident political organizations. The Committee does believe, however, that the criminal activities of racist groups and their members should be prosecuted with the utmost vigor in appropriate circumstances.

Crimes: In recent years, there has been an upsurge in racially motivated crimes - assaults, damage to property, arson, etc. Places of worship and cemeteries have been defaced. Police have had a great deal of difficulty in finding those responsible. Stepped-up efforts at detection of those responsible is necessary.

Concern: "It is a fundamental principle of our society that every member must respect the dignity, privacy and person of the other. Crimes of violence increase when respect for the rights of others decreases, and, in that manner, assaults such as occurred in this case attack the very fabric of our society. Parliament's concern for the incitement of racial hatred is reflected in S.281 of the Criminal Code. An assault which is racially motivated renders the offence more heinous. Such assaults invite imitation and repetition by others and incite retaliation. The danger is even greater in a multicultural, pluralistic, urban society. The sentence imposed must be one which expresses the public abhorrence of such conduct and their refusal to countenance it." (Mr. Justice Dubin of the Ontario Court of Appeal)

Measures: There should be heavier penalties. The Vancouver Symposium on Race Relations and the Law urged that the Criminal Code be amended to provide increased penalties for racially motivated crimes. The Ontario Attorney General has issued guidelines to Crown Attorneys to assist them in prosecuting criminal offences with a racial component. All Attorneys General should issue similar guidelines to their Crown Attorneys so that racially motivated crimes are effectively dealt with. These guidelines should include community service, compensation and restitution to the visible minority individual or community.

More: The problem cannot be dealt with by guidelines alone. Racially motivated crimes must be punished and must be seen by the public as being severely dealt with. Once the accused is convicted and the judge rules that the act was indeed racially motivated, he should have the authority to impose an additional consecutive penalty after that imposed for the original offence.

RECOMMENDATION:

Justice Canada should prepare amendments to the Criminal Code to allow judges to impose an additional consecutive sentence when the principal criminal act is racially motivated.

REQUIRE MORE OF HUMAN RIGHTS COMMISSIONS

Presence: Human Rights Commissions have existed in Canada since the sixties when Ontario led the way in setting up such bodies. They have their roots in anti-discrimination legislation adopted by the provinces after World War II. At the present time, there is human rights legislation in all the provinces and at the federal level.

Process: Human rights legislation allows an individual who feels that he has been discriminated against to apply to the Human Rights Commission for redress. The Commission examines the complaint and attempts to conciliate the positions of the complainant and the respondent. If conciliation is not possible, a Human Rights Tribunal will be named to hear both parties and to make a finding on the issue which binds both parties in the same way that a court judgement does.

Human Rights Commissions also engage in a number of educational activities to help improve human relations and to inform Canadians of their rights under the anti-discrimination legislation. Many witnesses before the Committee have criticized Human Rights Commissions as slow, isolated and inaccessible. There is no doubt that human rights legislation has an important place in the struggle against inequality and injustice in Canada. Dale Gibson of the Manitoba Human Rights Commission has described Commission staffs as "the footsoldiers in the war against discrimination on both the enforcement and educational fronts". The Committee agrees with the sentiments expressed by Mr. Gibson.

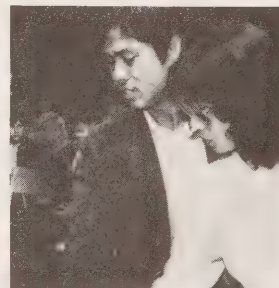
Outreach: Some Commissions are not known to the population groups they serve - they must institute effective outreach programs where these do not exist and strengthen already existing ones. Human Rights Commissions must be in the storefronts where the people are and not housed in often inaccessible or unknown quarters. If these suggestions are taken seriously and followed, Human Rights Commissions will be more effective at assisting the disadvantaged.

Constraints: There is no doubt that Human Rights Commissions must do more with what they already have. Many of them have, because of budgetary constraints, begun to fall behind in the tasks already allocated to them. Some of them are seriously underfunded and understaffed. This is a problem which is exacerbated by the difficulties experienced by the Canadian economy. It is to be expected that as Human Rights Commissions become busier, the problem of chronic underfunding and understaffing will become more serious. The Committee urges both federal and provincial governments to provide Human Rights Commissions with a level of funding and staffing commensurate with the increased workload they can be expected to assume in the immediate future.

Acute: The problems of racism and racial discrimination have become more acute in recent years. It can be expected that these types of problems will become more intractable in years to come and that they will take up more and more of Human Rights Commissions' time and resources. These problems will demand special expertise and conciliation techniques.

RECOMMENDATION

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Ontario has recognized these developments and has provided in its new Human Rights Code for a Race Relations Division and Commissioner. The Race Relations Division develops programs and policies to help promote harmonious race relations in Ontario. It identifies concerns and establishes networks in connection with race relations through consultation with community groups. The Division also engages in research and education programs in areas of emerging race relations issues. The Commissioner oversees these programs and sits as a member of the Commission, participating in all of its deliberations.

Race relations will become of greater importance as Canada continues to develop as a multiracial/multicultural society. Consequently, they must be given particular attention by Human Rights Commissions. The Committee urges the Canadian Human Rights Commission, and those provincial Human Rights Commissions that have not already done so, to set up specific Divisions and to assign specific Commissioners with special responsibility for race relations.

RECOMMENDATION:

All levels of government should mandate the appropriate Human Rights Commissions to improve their Outreach Programs and establish race relations divisions, and the necessary funding should be provided.

RECOMMENDATION

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**AMEND THE CANADIAN HUMAN RIGHTS
ACT TO COVER SYSTEMIC
DISCRIMINATION**

First: Human Rights legislation was first adopted to deal with intended discrimination - there was no attempt to cover practices which, while not intentionally discriminatory, had a discriminatory result when applied to certain sectors of society. Attempts in recent years to bring this type of systemic discrimination within legislation requiring proof of discriminatory intent have not succeeded.

In the Bhinder case, the courts have found that the Canadian Human Rights Act does not cover a situation where a hard hat safety requirement has the effect of preventing a Sikh from working in a train yard. In the Simpsons-Sears case, the Ontario Human Rights Act (as it was at that time) was found not to prevent a rule on Saturday work from affecting the observance of the Sabbath by a Seventh Day Adventist. Both cases have been appealed to the Supreme Court of Canada.

Awareness: The Human Rights Commissions have realized that they have reached a level where not all discriminatory acts are overt or intentional. There is systemic discrimination - it appears to be objective and non-discriminatory but has a disproportionate effect on identifiable groups in Canadian society. Height, weight and strength requirements may adversely affect women. The same is true of work schedule and clothing requirements for certain religious groups such as Sikhs and Seventh Day Adventists.

Inadequate: This is an instance where Human Rights Commission practice and Tribunal decisions have bypassed an inadequate legislative framework - they have dealt with systemic or constructive discrimination although not mandated to do so. Ontario has recognized and rectified this problem by enacting S. 10 of its new Human Rights Code.

Proclamation: In the final joint statement of the September 1983 Federal-Provincial-Territorial Ministerial Conference on Human Rights, the Ministers recognized the desirability of a definition of discrimination in their respective anti-discrimination statutes that would include systemic discrimination. Adoption of the Committee's recommendation would enable the Canadian Human Rights Commission to have a mandate to deal effectively with systemic discrimination.

RECOMMENDATION:

Justice Canada should prepare amendments to Sections 7 and 10 of the Canadian Human Rights Act so that they include remedies for the effects of systemic discrimination on visible minorities.

ALLOW CIVIL LITIGATION AGAINST DISCRIMINATORS

Delay: Witnesses appearing before the Committee complained that once a complaint has been lodged with the Human Rights Commission, they lose control of how it is processed. This often results in lengthy delays between the filing of the complaint and its final resolution.

Ruling: Until a 1981 Supreme Court of Canada ruling, it might have been possible for an individual subjected to discrimination to sue the offender for damages rather than taking the case before the Human Rights Commission. But the Court decided that the enactment of such human rights legislation had the effect of preventing any recourse to the civil courts in cases of discrimination on the basis of a prohibited ground.

Option: A person complaining of discrimination should be allowed recourse to the civil courts as an alternative to going to the Human Rights Commission. In this way, he will be able to determine the manner in which his complaint is to be resolved. At the same time, a complainant resorting to the civil courts should not be able to take his complaint to a human rights commission once the civil litigation has been initiated.

RECOMMENDATION:

Justice Canada should prepare amendments to the Canadian Human Rights Act and the provinces should amend their anti-discrimination laws to allow a complainant the option of instituting civil litigation against a discriminator rather than making a complaint to the Human Rights Commission.

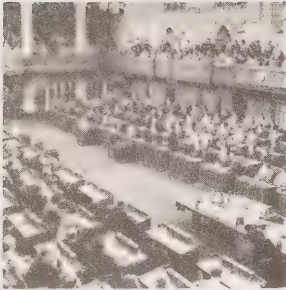
RECOMMENDATION

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RECOMMENDATION

44



ALLOW CANADIAN HUMAN RIGHTS COMMISSION TO REPORT DIRECTLY TO PARLIAMENT

Opposed and Supported: Under the present law, the Canadian Human Rights Commission transmits its Annual and Special Reports to the Minister of Justice, who causes them to be tabled in each House of Parliament. Under certain circumstances, the Minister of Justice may refer studies of human rights and freedoms to the Commission to carry out. Because the Commission investigates complaints involving federal government departments, it often finds itself opposed before human rights tribunals and the courts by lawyers from the Department of Justice representing these departments. In recent months, the Attorney General of Canada, through Department of Justice lawyers, has both opposed and supported the Canadian Human Rights Commission in separate court cases.

Transmits: This state of affairs is perceived as, if it is not actually, a conflict of interest. The Minister of Justice transmits the Commission's Annual and Special Reports and he can ask it to undertake specific studies: at the same time, lawyers in this Department are often in an adversarial position to that of the Commission.

Speaker: In its 1981 Annual Report, the Canadian Human Rights Commission urged that its Act be amended so that it would report to Parliament through the Speakers of both Houses. It also proposed that the President of the Privy Council be designated as the Minister responsible for the Commission.

Other 'watchdogs' of the rights of Canadians, such as the Commissioner of Official Languages, the Auditor-General and the Chief Electoral Officer, are directly responsible to Parliament. Their Annual and Special Reports are transmitted to the Speaker of the House of Commons, in the cases of the Chief Electoral Officer and the Auditor General, or to the Speakers of both Houses, in the case of the Commissioner of Official Languages, and then tabled by the Speaker(s).

Responsible: The Committee believes that the Canadian Human Rights Commission, whose mandate is to ensure that the legal safeguards preventing discrimination are upheld, should be directly responsible to Parliament by reporting to the House of Commons through the Speaker.

RECOMMENDATION:

Justice Canada should prepare amendments to the Canadian Human Rights Act so that the Commission is directly responsible to Parliament.

REVIEW THE LORD'S DAY ACT

Laws: Following a 1903 Privy Council decision which said that jurisdiction over the determination of days of religious observance is federal, Parliament adopted the Lord's Day Act in 1906 and it came into force in 1907. The Act prohibits business to be carried on, as well as professional and entertainment activities, on Sunday unless provincial legislation or municipal by-law permits otherwise.

Negative: The federal legislation has a negative effect on Canadians whose religious day of rest is other than Sunday. Not only must they observe their own Sabbath, but they are required to forego all normal business, professional and commercial activities on a Sabbath other than their own.

Moves: In recent months, there has been litigation in Alberta, Ontario and Quebec in which the Lord's Day Act has been challenged under the Charter of Rights as being in violation of freedom of religion. A November 1983 decision of the Alberta Court of Appeals holding that the Act is in violation of the Charter has been appealed to the Supreme Court of Canada.

RECOMMENDATION:

Justice Canada should undertake a review of the Lord's Day Act to ensure that any religious observance legislation is consistent with Canada's multi-religious character.

RECOMMENDATION

45



DECLARE UNDER INTERNATIONAL RACIAL DISCRIMINATION CONVENTION

Obligation: Canada is a signatory to a number of international agreements supporting human rights including the 1948 Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights. In 1970, Canada ratified the International Convention on the Elimination of all Forms of Racial Discrimination. This treaty obligates a state party to take a number of steps to eliminate racism and racial discrimination, and to report periodically on its activities to the Committee on the Elimination of Racial Discrimination set up under the Convention.

Recourse: Article 14 of the Convention enables a signatory country to make a declaration to the effect that it will allow individual citizens recourse to the Committee on the Elimination of Racial Discrimination once they have exhausted their local legal remedies.

Hesitant: Canada has not yet filed such a declaration. This country is hesitant because of the strict interpretation of article 4 of the Convention enunciated by the Committee on the Elimination of Racial Discrimination. Article 4 requires state parties to declare racist groups, the advocacy of racial superiority and the incitement to racial discrimination illegal.

RECOMMENDATION

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Critical: The Committee on the Elimination of Racial Discrimination has been critical of Canadian law in this area and has said that where there is a conflict between article 4 of the Convention and the freedoms of association and expression, it is the latter which must yield to the former.

With Reservation: The Committee understands and shares the concerns of the Government of Canada about the strict interpretation given to article 4 of the Convention by the Committee on the Elimination of Racial Discrimination. However, when Canada ratified the Convention in 1970, it did so without filing a reservation. The Committee believes that Canadians should be given access to all legal recourses possible, both domestic and international, so that they might vigorously combat racism in all its forms. Hence Canada should make a declaration under article 14 of the Convention. To ensure that the freedoms of expression and association as entrenched in the Charter of Rights are respected when any recourse to the Committee on the Elimination of Racial Discrimination is had, the declaration, insofar as article 4 of the Convention is concerned, should be subject to the terms of the Canadian Charter of Rights and Freedoms and the International Covenant on Civil and Political Rights.

RECOMMENDATION:

Canada should, after proper consultation with the provinces, make a declaration under Article 14 of the International Convention on the Elimination of all Forms of Racial Discrimination and specify that complaints under Article 4 should be considered as subject to the protections of the Canadian Charter of Rights and Freedoms and the International Covenant on Civil and Political Rights.

RECOMMENDATION

47



INCREASE THE NUMBER OF VISIBLE MINORITIES IN THE RANKS OF CANADIAN POLICE FORCES

Rules: Visible minorities are often denied opportunities to become police officers because of prejudice, the chill factor and artificial barriers in recruitment. The chill factor describes a situation in which a visible minority person would not apply to become a police officer even though there is no rule which says he should not apply. The visible minority person does not see any visible minorities on the police force and concludes that there is a covert rule or, even if successful, a person would be isolated and a victim of racial discrimination.

The following table indicates visible minority recruitment of regular members in several major Canadian urban police forces at December 1, 1983:

City	Total force	Visible minorities	Percentage
Toronto	5472	15	.27
Calgary	1200	24	2.00
Edmonton	1137	20	1.76
Vancouver	1007	20	2.00
Peel Regional Police, Ont.	735	20	2.72

These visible minority members are, with rare exception, at the constable or entry level.

Special barriers to recruitment exist among baptized Sikhs who are required to wear the turban as one of their five sacred symbols. This custom puts Sikhs at odds with police uniform codes.

Remove: In order to successfully recruit visible minorities into police forces at any level, such restrictions as that mentioned above and others dealing with height and weight must be removed.

Example: The RCMP, being under federal jurisdiction, is in an excellent position to set a good example for all police forces in the country by engaging in a positive recruitment strategy.

Ideas: This can be accomplished by recruiting visible minorities as both regular members of a police force and as civilian community liaison workers, and through the development of specialized units within a given force to carry out community relations work within visible minority communities.

Special: In the recruitment of aboriginal people, the RCMP has already taken steps to include them in its force, in addition to allowing them to stay in their home communities and serve their own people.

The Blood Tribe of Alberta and the Dakota-Ojibway Tribal Council in Manitoba maintain their own police forces with limited power under supervision of a committee that includes the RCMP and the Attorney General's Department.

Others: The Peel Regional Police seem to have taken the cue and are strongly committed to increasing the number of visible minority members in the force through a policy of positive action. They have managed to do this by:

- Prominently portraying visible minorities in their recruiting brochures;
- Arranging for a visible minority person to greet cadets at their headquarters recruiting office;
- Having senior police officials enunciate the policy at public talks and conferences.

RECOMMENDATION:

Solicitor General Canada should increase the representation of visible minorities in the RCMP through the removal of artificial barriers and the initiation of an active recruiting strategy. Other police forces should do likewise.

RECOMMENDATION

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ESTABLISH CAREER DEVELOPMENT PROGRAMS FOR VISIBLE MINORITIES

Powers: There is a problem of misunderstanding on the part of visible minorities of the purpose and limitations on police powers in Canadian society and a misunderstanding on the part of the police of the cultural attitudes of visible minorities.

Insult: An example of this was an incident where a flag was stolen from a Sikh temple in Edmonton. The police received the complaint in a rather perfunctory way and took a report of the theft under \$200. Given the importance of the flag to the Sikh community, they saw the police response as an insult.

Better: The City of Edmonton responded to this situation by creating the Community Services Officers Program. It is an excellent effort on the part of the Edmonton Police Department to alleviate the problems that arise from such misunderstandings as the flag incident. The Police Force decided to employ civilians directly from minority communities, who would not be sworn officers and who would not wear uniforms, to act as go-betweens.

The RCMP has also undertaken such an initiative by developing the Native Policing Program which trains Native Special Constables for a wide range of policing duties on reserves, and occasionally in the cities. They work under the supervision of RCMP officers.

The Ontario Provincial Police (OPP) as well has a program for Special Constables. It represents a lower level position than full members, but is viewed as a positive first step. There are some 190 person years of staffing in this program; 168 are in service and a training class begins this year to fill 21 vacancies.

Ontario also maintains a Native Special Constable Program for policing Indian communities under the supervision of OPP officers. In Quebec, Native Special Constables police Indian communities as an independent police force controlled by an Indian Policing Council.

Success: Although the various police forces mentioned encourage and support the upgrading of the Special Constables, the Committee feels that greater access to full membership could be obtained if there was a clearly defined career development plan within a specified time-frame. At the present time, Edmonton Community Service Workers are hired at the equivalent to the police recruit entry level and there is no provision for rising above it.

RECOMMENDATION:

Solicitor General Canada should establish a career development program for visible minorities seeking to become Special Constables. All other police forces should do the same for visible minorities who are Civilian Community Service Officers.

PROVIDE CROSS-CULTURAL TRAINING FOR THE JUSTICE SYSTEM

Treatment: The Committee heard testimony in several cities of incidents involving the police and visible minority communities which indicated racist attitudes, mistreatment in the arrest of visible minority persons and discriminatory police actions.

Distorted: When a member of a visible minority is being sought by the police, any member of the community may be considered suspect and consequently interrogated. When a visible minority person acts as a complainant to the police, he may in fact end up being the one charged. Some of this behaviour can be attributed to police ignorance of visible minorities and their cultural differences, and not necessarily to wilful racist acts.

Action: There has been cross-cultural and race relations training for members of the RCMP at both the police college recruit training level and at the level of the in-service workshops.

Regina: The RCMP was the pioneer in the area of training programs with its cross-cultural education program for recruits at Regina. It has been expanded and modified to deal with a number of different minority communities. The program is designed to give officers insight into the problems and conditions of a minority community as well as an historical perspective in which to consider minority culture.

Problems arise, however, because such training programs are not a part of the RCMP training mandate and do not have a staff person assigned to them. There is also a lack of enthusiasm on the part of recruits who find enforcement programs more interesting than community work.

Improvement: Despite all this, records of the number of complaints by visible minorities and aboriginal people have revealed a marked decline over time. There is evidence to suggest that work in several detachments has been partially responsible. Based on feedback given by visible minority participants and police trainees, the course has been adapted and changed over time.

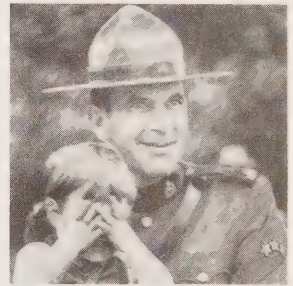
Local police departments as well have developed programs similar to that of the RCMP. In 1977, a police training course for the Metro Toronto Police Commission entitled "Policing a Multi-Cultural Society" stressing human rights and race relations was started. Virtually all police officers in Metro Toronto took the course at a local college. A similar program is given to all recruits at the Ontario Police College.

Handbook: In a further development in Ontario, thirteen police forces with the collaboration of the Ontario Human Rights Commission and the Ontario Police College, are preparing a handbook with the working title "Race/Ethnic Relations: A Guide for Ontario Officers". This handbook will provide the basis for a new training program for the OPP and major urban and regional police forces. The provisional sections are:

Sociological and Historical Background Police and Ontario Minority Communities Ontario Minority Community Profiles

RECOMMENDATION

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Difference: In several other jurisdictions, periodic in-service training is carried out by university personnel, race relations officers, or civilian visible minority community liaison officers for members of those police forces in general. Indications point to an improvement of police-visible minority community relations in some cities as reflected in the situation reports on Williams Lake, British Columbia and Calgary and these training programs are seen to be a contributing factor.

The Minister of State for Multiculturalism has sponsored another variant of police training through the International Briefing Associates. A two-city pilot in-service program will be running beginning in 1984 in Ottawa and Vancouver. Input was received from senior police officials, the city race-relations police sub-committees and the umbrella organizations for city-wide minority groups. This led to specific content and implementation approaches in each city within the common overall program goals.

Evaluation: The Committee is especially encouraged that formal, independent evaluation will take place to indicate if, in fact, attitude and behavioural change is manifested among both police and visible minority communities as a result of the programs. It would be most regrettable if the training made the situation worse and a waste of human resources if they were found to be ineffective.

Sikhs: In the testimony heard by the Committee, a few references were made to accommodating the cultural diversity and cultural differences of visible minorities within the justice system. The Sikh community took particular exception to the use by the courts of the Sikhs' holy scriptures for swearing in of witnesses and requested the return of these sacraments to them. Sikhs are not permitted to swear on a holy book but they are permitted to affirm in the conventional manner.

Language: Although rarely mentioned by witnesses, the Committee was concerned about the way judges might be influenced by the culturally-determined behavior and body-language of defendants. In certain cases, looking down or directing one's gaze is the appropriately respectful behaviour when being addressed by authority as in a court situation. This may be construed as rudeness by a judge or as an admission of complicity or guilt.

RECOMMENDATION:

The Solicitor General of Canada and his provincial and territorial counterparts should provide cross-cultural training for police, corrections administration, prison staff and judicial system personnel.

DEVELOP INITIATIVES TO ENHANCE COMMUNITY INVOLVEMENT IN THE JUSTICE SYSTEM

Plans: The Solicitor General's department has embarked on a program of encouraging the involvement of the aboriginal people in native justice at the national policy, planning and research levels:

In the Consultation Centre, a Native has been engaged to develop action-oriented, innovative programs concerned with the delivery of service to aboriginal people and to work with aboriginal organizations involved with the justice system.

There is, as well, a Special Advisor, Native Programs, reporting directly to the Assistant Deputy Minister responsible to address the concern of the high number of aboriginal people in the correctional system and to develop pilot projects to confront this situation.

Fewer: Correctional Service Canada has developed a number of programs to ameliorate the conditions of federal inmates who are disproportionately represented in the correctional institutions and receiving proportionately fewer releases than the general inmate population.

Connections: One of these is the Native Liaison Worker program which provides a link between the aboriginal inmate, the institution and his community by giving him a perspective on his situation from within the institution. He is provided with counselling, educational and employment assistance, legal contacts, contact with his family and alternative placements.

Groups: The Native Brotherhood and Sisterhood Program encourages aboriginal inmates to form such groups to sponsor social and cultural activities. Spiritual advisers and elder counselling is also arranged through the use of contacts.

Shelter: Finally, there are community residential centres which function as halfway houses for aboriginal offenders and provide them with supervision, counselling, and room and board. One such location is AIMS House in Vancouver.

Efforts such as these make an unfortunate situation a bit more bearable for the time being. Visible minorities need to understand and work within a system of which, until now, they have been victims if any real changes are to be made.

RECOMMENDATION:

Solicitor General Canada should develop initiatives to involve members of visible minority communities in the planning and administration of correctional services.

RECOMMENDATION

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RECOMMENDATION

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ALLOW ALTERNATIVES TO INCARCERATION FOR OFFENDERS

Value: There is value in visible minority communities becoming involved in the administration of justice with regards to the diversion from the courts of accused and speaking to the sentencing of its members who have been convicted of crimes. This is also true in the diversion from the courts of accused and the sentencing of persons convicted of racially motivated crimes or crimes in which racism appeared to be a contributing factor.

Another Way: One approach to diversion is to allow for the convicted person to make restitution to the victim of an offense. Reconciliation may also take place at the level of sentencing in which the judge may make a Community Service Order in lieu of incarceration, to be carried out under a Probation Order and the supervision of a probation officer. Such an order specifies a number of hours of community service to be carried out by an offender, the nature of the service and the organization to be served.

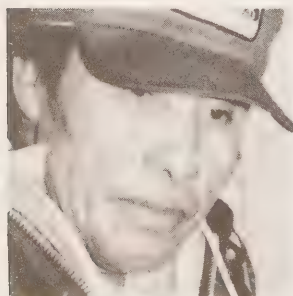
Work: Another alternative to incarceration is the Fine Options Program. Under this program, an offender, in lieu of a jail term for not paying a fine, may elect to carry out community work in which his fine is paid off at a rate of pay approximately equal to the minimum hourly wage.

RECOMMENDATION:

Solicitor General Canada should develop initiatives to reduce the number of offenders in correctional institutions by utilizing alternatives to incarceration.

RECOMMENDATION

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SUPPORT THE NATIVE COURTWORKER PROGRAM

A Friend: Native courtworkers act as a friend of the court and provide paralegal services for native people involved with the legal system. They act as advocates for native defendants to gain fair and equitable treatment from the legal system and to provide the defendant with guidance and information concerning the facts associated with his case when necessary, in the native language of the defendant.

Facts: In Alberta, there has been a drop in the percentage of native admissions to Alberta Correctional Institutions from 32.8 per cent in 1968-1969 to 11.3 per cent in 1979-1980. In a program review carried out by Fearn and Krupfer, in 1981 of Native Counselling Service of Alberta (NCSA), the Courtworker program was seen as instrumental in this positive change.

No Experience: The NCSA approach has three main target groups for ensuring fair and equitable treatment. They are aboriginal people, personnel in the legal system and the general community. The NCSA assists the families of accused to

stay together and deal with the social services system. It serves as a bridge between native people and the system and between native culture and mainstream Canadian culture. Part of this bridging assists native people to conceptualize the Canadian legal system much of which has no equivalent in native experience.

RECOMMENDATION:

Justice Canada should continue to support the Native Courtworker Program and extend it to include members of other visible minorities.



CHAPTER FIVE
MEDIA



LYNDA ARMSTRONG, TORONTO

“What we get in the Canadian media is a fantasy. Worse than that it’s an outright lie—especially in advertising.

“One of the ironic aspects about the discrimination that I have faced as a black person, and as a professional performer who happens to be black, is that I am a fifth generation Canadian. My grand-father was a respected member of the Masonic Lodge—the white Masonic Lodge—in Nova Scotia at the turn of the century. Yet his granddaughter in 1984 Toronto has to justify the colour of her skin, and her very worth as a human being.

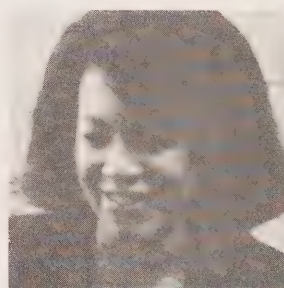
“The WHITE ONLY mentality of the Canadian establishment is weird when you consider that this is one of the most racially diverse societies on earth.”

“The WHITE ONLY mentality of the Canadian establishment is weird when you consider that this is one of the most racially diverse societies on earth. Canada is a mosaic. It’s a mixed bag, a wonderfully mixed up collection of different colours, different sounds, and different habits from everywhere on the planet. That’s the reality.

“But what we get in the Canadian media is a fantasy. Worse than that, it’s an outright lie—especially in advertising. The women and men in the commercials are all WASPs. It’s so stereotyped and artificial that you don’t even see a white person *with red hair*—only blondes and brunettes. The whole advertising industry, both clients and agencies, live in a sterile, out-of-touch fantasy world that has very little connection with the human reality of the Canadian public. Viewers here get a bigger dose of reality for watching American commercials than they do from the daily diet of lily-white, totally predictable commercials from Canadian advertisers.

“Advertising simply reflects what is true about the entire Canadian attitude to mass communication—namely, WHITE SELLS. The president of Labatt’s actually said this, these very words, when he was asked why there were no non-whites in his country’s commercials.

“The established cultural community in Canada, both English and French, have exactly this same mindset—WHITE SELLS. The politicians and the gurus of the cultural world in this country keep moaning and wringing their hands about the lack of a “strong Canadian identity”, and how the big, bad United States is overwhelming us with its commercial culture. If





they want to change the situation, they can start by telling the truth about this country. The reason why we have an artistic crisis, a “crisis of identity” in the cultural life of Canada, is because so many writers, playwrights, artists, and directors—and the people who fund them—are all caught up in a lie about WHITE only society. Their work has no appeal and no vitality because it’s a lie. It ignores a large segment of the Canadian population where there is a tremendous amount of vitality and creative diversity.

“The mass media, but especially advertising, are very powerful messages about what is considered normal and acceptable in a society.”

“The mass media, but especially advertising, are very powerful messages about what is considered normal and acceptable in a society. They have a tremendous impact on young people, and if the young person happens to be non-white, the message is that there is no place for you in this country. Well, isn’t that the message that you would get, if you never saw anyone who looked like you in any of these commercials? What has this got to do with me?

“I am so concerned about the media, not for myself, but for my daughter and other young non-whites in Canada. All young people are suffering strains today that were never known before. They worry about having no jobs when they get older, they worry about the lack of meaning in the educational system, and they worry about politicians and militarists blowing everyone up with nuclear bombs. No generation has been under such intense psychological pressure as the children and teenagers of today. Now, add to this the problem of being a non-white in a country where all of the commercial messages are white-only.

“It’s deeply troubling and dispiriting for a young black to grow up in a place like Toronto. They have no identity. All of the values of success are white values. All beauty is white beauty. The future is a dead-end when day-after-day you receive the implicit message that your skin colour will prevent you from acceptance and respect, no matter how hard you try.

“I’m a fighter and a survivor, and that’s what I want to contribute to young Canadians who are non-whites. The first step is to bring economic pressure on the advertisers to change their policies. As far as I can see, there is only one way to do that—hit them in the pocketbook. We are now working to establish a general boycott policy in the ethnic communities—so that on certain days, all non-whites and ethnics will begin to boycott the products and services of particular advertisers.

“The first step is to bring economic pressure on the advertisers to change their policies. As far as I can see, there is only one way to do that—hit them in the pocketbook.”

“McDonald’s for example, does very well in parts of Toronto which are largely mixed, or even mainly non-white. Yet their commercials reflect none of this. A boycott for one day, or several days, or a week, will start to hit McDonald’s where their deepest understanding lies—in the pocket-book.

“The second step in bringing a sense of identity to our young is to provide them with successful, positive role models. In my own field I continue to do this by creating artistic and theatrical presentations which truly reflect Black culture—and are commercially successful. I do not want charity from the white establishment. I do not expect them to give me anything unless I first provide them with something useful. They earned their money, and I expect to earn mine.

“So I have to keep pushing the Black community to get moving—to come from its roots, and express to Whites all of the richness, creativity, and beauty that it has to offer. If we are good, then **BLACK WILL SELL**, also.

“I do not want charity from the white establishment. I do not expect them to give me anything unless I first provide them with something useful. They earned their money, and I expect to earn mine.”

“I’m just 34 now, so I have a long time to devote to this fight. I find the stupidity, ignorance and unconsciousness of the Canadian establishment frustrating at times, but that’s the nature of the challenge that lies ahead. Lynda Armstrong comes from a strongminded line of Canadians. I have opportunities today because of what other black men and women did over the past hundred years. That’s motivation enough to work for the opportunities which other non-whites can enjoy in the next hundred years.



MEDIA

Visible minorities find out what society thinks of them, in part, by the way they are portrayed in the media. Many members of majority groups have few interactions with minorities and are more likely to develop images from newspaper stories and television. With the advent of television and subsequent technological advances, media images have become more and more a substitute for social experience. The media therefore play a powerful role in shaping social values and in developing the esteem which groups in the Canadian mosaic have of each other.

Unfortunately, we are so homogenized in the mass media that individuals and groups are usually presented as a single North American type. Canadians of southern and eastern European origins are under-represented, although less so in Canada than in the United States, and visible minorities are practically invisible. The media are very far from the goal "of making Canadians visible to each other". Our very advance to the forefront of communications technology brings with it a threat to our identity as a nation, not to mention to ethnic groups within the nation. However, the multiculturalism policy of Canada clearly distinguishes us from the melting-pot society of the United States, our main source of assimilation by media. The Committee believes that multiculturalism and multiethnicity comprise an essential feature of Canadian identity, and that the delineation of this feature by the media is strategically important in defending our national identity as well as in building our national unity.

In support of Canadian identity and unity, the media should first remove within its own institutions barriers to the full participation of visible minorities, and second, should portray visible minorities to the whole society in an adequate and fair manner. Promising models of this were found by the Committee in recent initiatives undertaken by a radio-television organization (the Canadian Broadcasting Corporation), a radio station (CKFM of Toronto) and a daily newspaper (The Toronto Star).

- Recognizing how few visible minority persons are employed in the broadcast media, the CBC commenced in the fall of 1983 a special program to train a group of eight such persons, without however, any commitment to employ them on completion of training. Some 850 persons applied to be trained, of whom 150 were deemed worthy of being interviewed for possible selection.
- Following protests about a racist remark made by an announcer in August 1982, radio station CKFM of Toronto set up a community advisory board to improve its staff's understanding of minority groups in the area it covered. The station hired a minority journalist and has been rejecting advertisements which reflect negatively on ethnic minorities.
- The Toronto Star has made an audit of its staff to determine the under-representation of visible minorities and has reviewed its hiring procedures. Besides improving its coverage of ethnic minorities, this daily has instituted a policy of not mentioning the race of a person unless it is directly relevant to the report.

Some progress has been made in recent years, and one milestone has been the conference on Visible Minorities and the Media, convened by the Multiculturalism Directorate in Toronto in October 1982. There was a fruitful exchange of views

between professionals in the broadcasting and advertising industries and advocates for and of visible minority communities. The conference arose out of the concern shown by community groups for more than a decade about racism in the media - a concern which was reflected in nearly all the situation reports on race relations commissioned by the Directorate in early 1982. The Committee appreciates the ferment that is taking place, and has observed changes in the media even in the short time it has been in existence. However, we feel that on the whole the media, including the newspaper industry, which was not covered by the conference above, have not only been slow in initiating change but in many areas have lagged behind the Canadian people in positive attitude changes towards visible minorities.

RECOMMENDATION

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PROMOTE HARMONIOUS RELATIONS AMONG CANADA'S ETHNIC AND RACIAL GROUPS

The press and other media, like many other Canadian institutions, have not yet fully integrated into their working principles the decade-old government policy of multiculturalism. The concept of multiculturalism is contradicted regularly and flagrantly, if unintentionally, in the current practices and products of media institutions.

Exception: Since 1979, Radio-Québec has featured the program *Planète*, which presents interviews and documentaries on the historical, social, cultural and economic life of approximately 20 minority communities in Quebec. The program, produced in the language of the particular group and subtitled in French, permits an interchange with the wider community.

Update: It is time for the Government of Canada to update its communications policy, especially in respect of the broadcast media, to set a clear course for the communications industry.

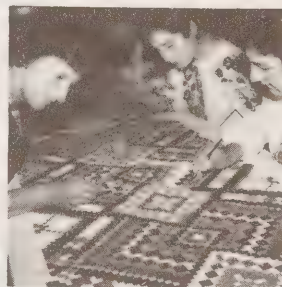
National Unity: The Broadcasting Act of 1967-1968 required in clause 3(g)(iv) that the national broadcasting service should "contribute to the development of national unity and provide for a continuing expression of Canadian identity." At that time, however, it is likely that the concept of national unity almost entirely meant Anglo-French unity, and that Canadian identity may at best have encompassed Third Language communities. It is most unlikely that the visible minorities were interpreted to have a place in these concepts at the time.

RECOMMENDATION:

The Department of Communications, when drafting the proposed new Broadcasting Act mentioned in the recent Speech from the Throne, should explicitly charge the Canadian Broadcasting Corporation to contribute to the development of national unity by promoting harmonious relations among the ethnic and racial groups which make up Canada's population.

RECOMMENDATION

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ASSOCIATE THE ARTS WITH CANADIAN MULTICULTURALISM

Influence: The Committee is primarily concerned with the effects of media on the participation of visible minorities in Canadian society, but is also aware that government policies regarding the arts have a significant influence on the media.

Dilemma: Arts and culture programs in Canada have accorded a special place to aboriginal peoples, recently transcending the paternalism of earlier periods, but other non-white minorities and some white minorities continue to be largely ignored. In our view, the latest review of Canadian cultural policy by the Applebaum-Hébert Committee did little or nothing to redress this situation. The basic dilemma is that arts officials aim at ethnic neutrality in programming, but the effect of ethnic free programming and policy in Canada has been to discourage the participation of minorities in the arts.

Standards: In the criteria of artistic programming, there appears to be an assumption that high standards in Canada are essentially Anglo-French. Often there is an appeal to international standards, but these appeals are ultimately to classical European standards which further reinforce Anglo-French standards in Canada. The fine arts appear to be exempt from Canadian multiculturalism, and by implication, multiculturalism is applicable only to folk arts and crafts. It is seldom acknowledged that minority cultures have "high" art that deserves a place in Canadian cultural institutions.

Amateur: A drama director from Montreal explained to the Committee that the Canada Council's insistence on serving professional artists has had the effect of discriminating against minorities. Since minority artists receive very few grants or other services from the Canada Council or such bodies, the implication at the official level was that arts in the minority communities were amateur by standards as well as by mode. The Canada Council's view has been ethnocentric because it fails to consider that arts in minority communities are executed less often for remuneration and more often for social purposes. Communal participation in arts is often encouraged in minority communities as opposed to the individualism implicit in the Council's conception of the professional artist.

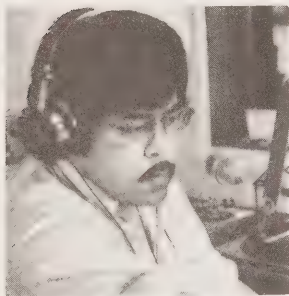
Less accessible: The longstanding dichotomy in Canada between high art (British or French in origin) and folk arts (originating in other cultural communities) was sharpened by recent administrative changes. Responsibility for the arts shifted to the Department of Communications, which administers the major cultural agencies. At the same time, the Department of Secretary of State retained responsibility for cultural retention in the minority ethnic communities, which comprise about one-third of Canada's population. Writers and artists in both the visible and non-visible ethnic minorities generally feel that programs of the Secretary of State are accessible to them, while programs of the Department of Communications are much less accessible.

RECOMMENDATION:

The Department of Communications should require its major cultural agencies and agencies reporting to the department to support multicultural arts.

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**REQUIRE "CANADIAN CONTENT" TO
INCLUDE ELEMENTS OF CANADIAN
MULTICULTURALISM**

Wider: A key concept in cultural policy, especially with regard to television programming and the making of feature films, is that of "Canadian content." The Canadian Black Performers Association stated that they understood "Canadian content" to have an essential element of multiculturalism, and that the use of multiracial cast and even technical personnel would be a way of quantifying this element. They suggested additional tax incentives could be granted to film-makers who pursued Canadian-content objectives to the extent of using Canadian personnel from racial minorities. The Committee feels this suggestion merits further study, with a view to wider application.

RECOMMENDATION:

The Department of Communications should define "Canadian content" in film, television and other media as including a dimension of Canadian multiculturalism.

RECOMMENDATION

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**MAKE PRESTIGIOUS ANNUAL AWARDS IN
AREAS WHICH CONTRIBUTE TO
HARMONIOUS RACE RELATIONS**

No Expectations: Since racism has deep roots in our society, we should not expect institutions and individuals to change overnight, especially those who are involved in culture, education and information.

Changes: Racism has always been an issue in Canadian life, at least since the European settlement of the land, but it is only in the past two decades that demographic changes have given prominence to race relations in nearly every urban centre in the country.

Defensive: Media personnel and media output, however, have remained largely ethnocentric until now. Taking heavy criticism from both opponents and proponents of multiracialism, many media institutions appear to be on the defensive, unsure of and unwilling to deal with sensitive racial issues. Representatives of the media who communicated with the Committee appeared unwilling to accept a leadership role for the media in improving race relations in Canada.

Obvious: While a few media personnel and perhaps even institutions are in principle opposed to multiculturalism and multiracialism, the vast majority of Canadian media are definitely not. Given time, these institutions will perceive ethnic and race relations as a major contemporary issue to be neither downplayed nor overplayed, and with community encouragement, will accept that racial harmony is as obvious a national goal as clean air or physical fitness.

The League for Human Rights (B'nai B'rith) has a Media Human Rights Award which has been presented annually for the last nine years to the radio, television and print media. An award and an honourable mention are given in

each of the media categories. The award is in recognition of those journalistic efforts which best contribute to the furthering of human rights.

Excellence: There is a need to motivate the press and other media to take a leadership role and to achieve excellence in dealing with race relations.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should assist more non-governmental organizations in making prestigious annual awards for reportage, documentary, advertising or other areas which contribute to harmonious race relations.

STRESS CROSS-CULTURAL COMMUNICATION IN ALL ASPECTS OF THE MEDIA INDUSTRY

On the Fringes: On the whole, visible minorities deeply desire to participate in Canadian society, but for various reasons they feel restricted to the fringes of society or alienated from its mainstream. Many witnesses reported that such feelings of alienation were sharpened rather than relieved by the mass media. The Committee was struck by the comment: "While each of us as citizens may believe ourselves to be 100 per cent Canadian, others often, with eyes to see and ears to hear, do not share that view."

Sensational: The media generally ignore visible minorities, failing to report their activities of great or not-so-great importance. Events of cultural significance or leisure that are covered for the majority, such as fishing derbies, model railroad shows or stamp exhibitions, do not have a counterpart in the coverage of visible minority groups. On the few occasions when reporters cover visible minorities, they seem most interested in the sensational quality of an event or in the exotic characteristics of the persons involved. Alternating between denying or exaggerating their presence, the media create a strong psychological barrier between visible minorities and the rest of Canadian society.

Research studies commissioned by the Multiculturalism Directorate confirm the under-representation as well as the misrepresentation of visible minorities in the medium of television. A 1980 study showed no negative features were attributed to nonwhite characters, but their roles seemed limited in respect of socio-economic status, occupation and dramatic interest. Analysis of news items in this same period indicated that all the broadcasters shown on air were white. In a report released in 1984, Professor Gary Granzberg found that in 360 hours of prime-time television, visible minorities were often misrepresented. They were generally younger than other characters, less gainfully employed, less maritally stable, less virile, less heroic and less important than other characters. Minorities tended to be depicted as victims of violence far more than in real life, and fewer were shown participating in the good life than is the case in reality.

Lacking: Media professionals have not been trained to cope with the multicultural society which urban Canada has become. While schools have set up courses in multicultural education, the schools of journalism have done nothing similar. Human service workers in many cities have set up in-service courses to sensitize

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themselves to the values of their multicultural clientele, but journalists as a professional group have not done so.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support in-service training in cross-cultural communication for media professionals and schools of journalism should provide mandatory courses in this area for student journalists.

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ENCOURAGE THE HIRING AND TRAINING OF VISIBLE MINORITIES WITHIN ALL AREAS OF THE MEDIA

The absence of visible minorities in the media is not unrelated to their absence on media boards, commissions, self-regulating bodies and media staff.

People, even professional communicators, are naturally interested in their own kind. This is not to deny the possibility or desirability of white communicators becoming interested in the activities of visible minorities, but how does this develop when their professional ranks and their daily working environment seem closed to all but a few exceptional visible minorities?

All Levels: Visible minorities should not be hired only or even initially to fill the more visible positions in the media, e.g., news announcer. This will readily be recognized as tokenism, and in the long run, will perpetuate the misrepresentation of minorities in the media. To achieve adequate as well as fair representation of visible minorities in the media, persons from these groups should be employed at all levels of the media system. They should write the news as well as read it; they should be behind as well as in front of the cameras; they should be in the editorial rooms as well as in the streets.

RECOMMENDATION:

All media should hire and promote minority persons to all levels of their staff, providing training where necessary, and suitable persons from visible minorities should be appointed to management, boards and self-regulating bodies.

IMPROVE THE QUALITY OF INTERNATIONAL REPORTING

Negative portrayals of visible minorities occur most commonly in local and foreign news reporting.

Images: As for foreign news, the perceptions of Asia and Africa as places of poverty and filth, inculcated in the Canadian school system, carry over easily into the reporting of these places. Charitable institutions have perpetuated these images of destitution in their appeals for aid money, with posters of emaciated and ragged children.

Impressions: The cumulative effect of such international reporting is to make Canadians very negative about persons of Asian and African descent in Canada. Sometimes the press itself connects foreign and local events in a very impressionistic way. For example, the Federation of Sikh Societies of Canada told the Committee of a newspaper report on violent rebellion in the Punjab, placed beside a report of a Sikh male allegedly raping a white female in Canada. The same size of type was used to headline both stories.

Overtones: Another concern identified by some witnesses was the tendency of the media to portray some foreigners in stereotyped fashion. For example, the Canadian Arab Federation complained bitterly about the overtones of fanaticism and violence which characterize reporting from the Middle East. They pointed out that Arabs who carry out raids were termed terrorists, while Israelis engaged in the same activity were termed commandos. Partly reflecting Western resentment of the oil cartel headed by Arab nations, newspaper cartoonists indulged in their penchant for caricatures by drawing greedy sheiks and bomb-throwing guerillas. On the other hand, there has been criticism of the allegedly biased media coverage of the Israeli incursion into Lebanon in 1982.

RECOMMENDATION:

Media institutions should expand their international reporting as recommended by the recent Royal Commission on Newspapers and improve the quality by broadening the perspectives of their editors and correspondents.

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SET STANDARDS FOR REPORTING ON VISIBLE MINORITIES

Identify: A common practice in local reporting is to identify without any justification the race of criminals or crime victims if they happen to be visible minorities. In a notorious case of child abuse, the mother's place of birth was mentioned early in the story, identifying her as a visible minority, while the birth place of the father, a white man, was not mentioned at all.

Lurid: Sometimes photographs of the accused in minor criminal cases identify them as visible minorities when this is not done in the story. In addition, crime in minority communities is often reported in a lurid and impressionistic manner.

Reinforces: Racial overtones are also conveyed by the selection of photographs that accompany an article. For example, a leading Canadian newspaper ran an article on its front page about the plight of welfare recipients in the United States, using a photograph of a black woman. In the continuation of the article on an inside page, another photograph, that of a black man, was used. The words did not discuss the race of the welfare recipients, but the pictures conveyed the message that Black people are the predominant or sole consumers of American welfare dollars, when in fact, whites comprise 80 per cent of welfare cases. The visual message clearly reinforces the erroneous belief of many Canadians that visible minorities are on welfare more often than not.

Position: Racial overtones can also be conveyed by the positioning or layout of news items. For example, the same newspaper ran three brief news items about criminal acts and about imprisonment. Each item involved a Native or East Indian person. Each item in itself was unbiased, but they followed each other in one column, thus giving the impression that certain races can constantly be associated with crime and imprisonment. Here we have the feeding of another negative stereotype of visible minorities.

RECOMMENDATION:

Press councils should increase their capability to deal with racist reporting and set standards for reporting on visible minorities for the print media.

ENABLE VISIBLE MINORITY GROUPS TO MONITOR THE MEDIA

Anxiety: Visible minorities are usually ignored by the media, but on the few occasions when they are presented, the presentation is often negative, or at least, not normal. In fact, visible minorities live in daily dread of what they will find communicated about themselves and their communities whenever they open the newspaper or turn on the radio or television.

Reports: Racism in the media was demonstrated as a frequent and intense concern in the situation reports on race relations commissioned by the Multiculturalism Directorate in early 1982, and nearly every brief presented by a visible minority group to this Committee contained criticism of the media. The outpouring of complaints amounted to an indictment of the media as a source of cultural distortion in Canadian life.

Sensitive: It may be that the media only reflect an increase of racism in Canada or are giving more attention to the same degree of racism, or that visible minorities have become more sensitive to the media. We would keep in mind that racial distortion occurs even when communicators make an attempt to portray racial diversity. That is to be expected. Communicators, who all their working lives have operated in a one-culture environment, cannot overnight depict racial minorities in a normal or natural manner.

Vestige: Racial distortion may be an unintentional vestige of our history. But we should not forget that there remains an underlying current of racism among an active minority within the Canadian society, with a 1981 Gallup poll showing 31 per cent of Canadians generally agreeing to support organizations that work towards preserving Canada for whites only. Nor should we ignore media personnel and institutions who use the media as powerful instruments of prejudice.

Action: Blatant prejudice in the media is best countered by those most affected. In fact, community response to racism by the media has proven more effective than official action in many cases. For example, when a television station broadcast a documentary that portrayed all ethnic Chinese students as foreigners taking unfair advantage of Canadian higher education, it was the sustained protest of the Chinese community that drew attention to the facts and forced the station ultimately to admit the falsity of the program.

Watch: In countering sexism in the media, local women's groups have proven to be very effective. The experience of Media Watch, a women's group that monitors the media nationally, is useful to visible minority groups concerned with media racism. We believe such groups would, with modest financial and technical assistance, be dynamic and vigilant to the numerous aspects of racism currently inherent in the media.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should facilitate the establishment of a media watch by visible minority organizations.

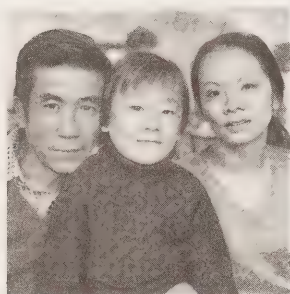
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PROMOTE ADVERTISING AND PROMOTIONAL MATERIAL THAT REFLECT THE MULTICULTURAL DIVERSITY OF CANADA

Alienation: In advertising, visible minorities do not usually see themselves portrayed as a part of society. A significant and persistent omission is the portrayal of aboriginal peoples in conventional societal roles. The underlying message of the advertisements that bombard us daily is that visible minorities seem to have no place in Canadian life - a message to which the children of visible minorities are very susceptible. The traditional marginality of visible minorities is not only maintained, but the seeds of alienation and hostility are sown among the next generation of minority young who perceive their presence in Canadian cities as being denied daily. As well, majority youth become accustomed through advertising to a world where visible minorities are not allowed.

Research studies confirm the general impression that visible minorities are severely under-represented in advertising. A survey by Professor Stanley Elkin for the Ontario Human Rights Commission in 1971 on *The Employment of Visible Minority Groups in Mass Media Advertising* showed that only 3.7 per cent of the television commercials observed had a minority group performer, who was shown mostly in crowd or group scenes or in secondary roles.

Commercials: In 1977 a study commissioned by the Canadian Consultative Council on Multiculturalism found that, of 2,064 persons counted in the commercials observed, only 48 were members of visible minority groups - 24 Blacks and 24 Asians. Of these, the majority were children. Both studies also dealt with newspaper and magazine advertising and concurred that these advertisements did not include visible minorities in any meaningful way except where foreign airlines or holidays were being advertised.

The Crowd: A 1982 study commissioned by the Multiculturalism Directorate covered 617 commercials selected in consultation with the Advertising Advisory Board. Ten per cent of the commercials contained visible minorities characters, but these characters were most often part of a larger crowd, and the majority of the visible minority characters in the crowd were children.

RECOMMENDATION:

The advertising industry should work towards adopting a policy of having all advertising and promotional material reflect the multicultural diversity of Canada and towards setting standards for portrayal of visible minorities in advertising similar to its standards for portraying women.

DEVELOP STANDARDS FOR DEPICTING VISIBLE MINORITIES IN ADVERTISING AND BROADCASTING

Convenient: Visible minorities are frequently stereotyped in advertising. Advertisements appeal to what is generally well-known in society, and their creators often find racial stereotypes and racial jokes convenient to use. Such advertisements not only embarrass, but reinforce, stereotyping in the society.

Characterized: Advertisements often portray Blacks in low-status occupations or as entertainers and athletes. Chinese and Japanese are frequently characterized as cooks or martial arts exponents. Visible minorities are usually excluded from life-style commercials, for example, advertisements showing Canadians in leisure activities. Visible minorities are rarely shown in association with expensive items such as automobiles or large home appliances. Very often visible minorities, especially children, are portrayed in advertisements as needy people in distant places depending on charity.

Persuasion: It is interesting to note that the Advertising Advisory Board has been able to persuade some retailers to withdraw offensive advertising. Persuasion by Human Rights Commissions and community groups has also been successful, for example, in the case in Nova Scotia of an escort agency named after the Suzie Wong of movie fame. However, a determined Ukrainian businessman was able to defy an appeal by the Ukrainian community to the British Columbia Human Rights Commission to stop him from calling his food chain by the name Hunky Bill.

Declined: The Committee commends radio station CKFM of Toronto and other broadcast media for declining commercials deemed to be offensive. CKFM expressed to the Committee its willingness to discuss these commercials with other stations.

RECOMMENDATION:

The Advertising Standards Council should develop a code for depicting visible minorities in print advertising.

RECOMMENDATION

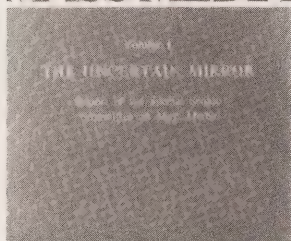
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RECOMMENDATION

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MASS MEDIA



CONTINUE RESEARCH INTO THE CONSUMER ATTITUDES OF THE MAJORITY TOWARD VISIBLE MINORITIES IN ADVERTISING

Merit: The unwillingness of the North American advertising industry to appeal to visible minorities stems from the belief that they have low esteem in society and low purchasing power as a group. This leads to the conclusion that the association of visible minorities with products being advertised does not help sales. It also implies that, independent of their social status or numbers, visible minorities do not merit being part of national advertising or having special advertisements created for their communities. These beliefs combine to effect the virtual exclusion of aboriginal people from advertising.

Potential: The consumer potential of the visible minority communities in Canada is largely unknown. Official figures do not exist, largely due to the government's continued reluctance to ask questions based on race in the Canadian census.

Possible: At least one market research company, however, has recently investigated the ethnic and racial markets in Canada, and it believes advertisers and advertising agencies have seriously underestimated the potential of these markets. It seems possible that the Canadian advertising industry has been infused with American concepts of minority communities as poor and uneducated. However, since the point system was adopted by Canadian Immigration, we can expect that the majority of black, brown and yellow immigrants since then have high educational qualifications.

Compliance: The advertising industry is quick to point out the limits of its ability to contribute to the redress of racial prejudice. Agencies must comply if clients do not want visible minorities appearing in their advertisements, and advertisers are not sure Canadian society has arrived at the stage where visible minorities are more of an asset than a liability in advertising their products.

Compare: Realizing this, the Multiculturalism Directorate invited the Advertising Advisory Board to participate in a research project comparing the response of white and non-white viewers to commercials containing only white characters and commercials containing multiracial characters.

Significant: The Ontario government's Task Force on the Portrayal of Racial Diversity in Government Advertisements and Communications also commissioned an investigation of reactions to two versions of one of its television advertisements, one with white characters only and one with a multiracial cast. Both the federally and provincially sponsored research concluded that the race of the characters was not a significant factor in the reactions of the viewers. To what extent these conclusions are convincing to the advertising industry remains to be seen.

Study: Some progress has already been made since 1971, when the Elkin report to the Ontario Human Rights Commission first raised these issues officially. Both the advertisers, through the Association of Canadian Advertisers, and the agencies, through the Institute of Canadian Advertising, have in the past year struck subcommittees to study the issue. Community groups in Toronto have met with the subcommittees.

In the catalogue advertising of a few large retailers, visible minority models are beginning to appear, and a few large corporations have been alerted to the issues for some time.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support research into the attitudes of the majority toward visible minorities appearing in advertising, and basic demographic and consumer information on visible minorities should be made available.

ENCOURAGE GOVERNMENTS TO ADOPT A MULTIRACIAL POLICY IN ADVERTISING AND COMMUNICATIONS

\$30 million: The volume of government advertising is sufficient to exercise considerable leverage on the advertising industry. In the last fiscal year, the federal government issued contracts for \$30,450,600 as part of the total expenditure for advertising.

More: Among provincial governments, Ontario was ranked as the sixth largest corporate advertiser in Canada, spending more than General Motors. While governments have to publicize their services and programs as efficiently as corporations advertise their products, governments do not have to cater to racial prejudice which may be inherent in the consumer market. Governments, and to some extent Crown corporations, can incorporate social goals such as multiracialism into their advertising and can provide leadership in this respect to private sector advertisers.

Task Force: Responding to the protest of minority groups in early 1980 that its advertising excluded non-whites, the Government of Ontario established its Task Force on the Portrayal of Diversity in Government Advertising and Communications, and subsequently adopted the policy that "the advertising and communications of the Government of Ontario and its agencies, boards and commissions should portray the racial and ethnic diversity of Ontario." In October 1982, the federal Cabinet approved Guidelines for the Representative Depiction of Visible and Ethnic Minorities in Government Advertising and Communications, following its decision in March 1982 that "the depiction of Canadians should be representative of the ethnic and racial diversity of the country" in all federal government advertising.

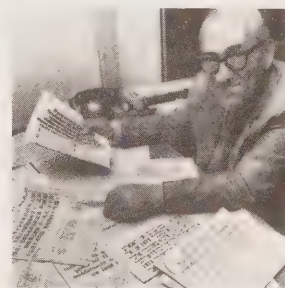
Government advertising, both federal and provincial, has not to date adequately represented visible minorities.

RECOMMENDATION:

All levels of government, including Crown corporations, should adopt a multiracial policy in advertising and communications and should provide adequate resources, such as training, monitoring and evaluation, for the successful implementation of the policy.

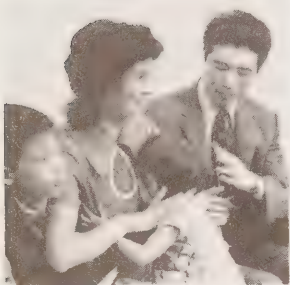
RECOMMENDATION

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RECOMMENDATION

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INCLUDE VISIBLE MINORITIES AND OTHER MINORITY GROUPS IN BROADCASTING TECHNOLOGY PLANNING

Access: The mass media are the most important means by which a society communicates. In a democratic system, equality of access to the media should be guaranteed. This would in great measure ameliorate on a social level the divisions based on class, religion, culture and race. However, private and public media institutions do not at present ensure suitable access by all social groups in the society, notably by ethnic and visible minorities. We commend the Department of Communications for planning broadcast facilities, separate from the CBC, to be operated primarily by aboriginal people in the far North. However, urban minorities do not have sufficient access to the media.

Mainstream Presence: In addition visible minorities do not have a presence in mainstream programming. Apart from the ethnic press, ethnic broadcasting on a commercial basis has emerged in our largest cities, where programs are conducted in various languages. However, there has been very little programming in English or French that would attract a multicultural or even mainstream audience. One of the few examples is the CBC's attempt to produce programs on behalf of aboriginal people, such as the radio series "Our Native Land", and on behalf of other ethnic and racial minorities, such as the radio series "Identities".

Programming: The Committee believes broadcast programming concerning ethnic and racial minorities needs to be co-ordinated along the following lines:

programming dedicated to the development of the minority communities;

programming dedicated to the integration of the minority communities, especially new immigrants;

programming dedicated to the understanding of the minority communities by the mainstream community.

Marginal: Canada is recognized as a world leader in many areas of telecommunications. The new broadcasting technology has the potential to extend minority access to the media by facilitating the decentralization of broadcasting systems. However, the financing and regulation of the new technology could exclude minorities more than before or render their participation marginal and innocuous. For example, minorities have taken advantage of the requirement that cable stations devote some time to programs sponsored by community groups, but the budgeting and scheduling of these programs permit only a miniscule audience for them.

Telidon: One area in which Canada has taken the lead is the new technology of interactive television. Telidon is the Canadian name given to both the technology and the service. It is available in two forms, videotex and teletext, and offers a wide-range of services. Telidon videotex is a two-way interactive system whereby the user can send or receive information via a telephone line, coaxial cable, satellite or fibre optics. The information is displayed on a modified television set, a videotex terminal or a home computer. Telidon teletext is a one-way system which broadcasts information and graphics over an ordinary television set equipped with a decoder. Telidon can provide such services as home learning, banking and shop-

ping, stock market information, news, weather, sports, electronic publishing, data processing, two-way message communications, telemail and computer games.

Opportunity: Since 1978, the Department of Communications has been involved in the development of Telidon. The program is funded by the federal government and by over 300 companies in the private sector. It would appear that this program provides an ideal opportunity for the federal government to take advantage of new developments in communications technology to extend minority access and services, for example by including such items as immigrant services and multicultural events in its information packages.

RECOMMENDATION:

The Department of Communications should ensure, in developing its long-range strategy for broadcasting and communications, that visible minorities have equal access to the new technology and that their concerns are represented in broadcasting content.



CHAPTER SIX
EDUCATION



DEMETRIUS MANOLAKOS, MONTREAL

“A graduate of our Greek schools is probably better equipped for Canadian society than many individuals who are members of the two majority cultures.”

The Greek community in Montreal has created a school system over the past thirteen years which is now serving as a model for other ethnic communities. The accomplishment lies in being able to strengthen our Greek heritage while enabling our young people to become active participants in both the English and French speaking cultures. In fact, I think most people would agree that *a graduate of our Greek schools is probably better equipped for Canadian society than many individuals who are members of the two majority cultures.*

But you have to understand how bad the situation was prior to 1971 to get the full impact of our success. The Quebec government historically put all children who were not Roman Catholic into the Protestant schools. In Montreal, therefore, you saw Greek students at the high school level ending up in Montreal High or Baron Byng.

“As the school population swelled after the Second World War, a lot of young Greeks got lost in the system.”

Up until the Second World War, this arrangement did not work too badly, because there were small numbers of immigrants compared with the situation following the war. Many of the Greeks, including myself, had been born in Canada, so we grew up in a gradual process of integration into Montreal society. By 1950, the influx of immigrants increased dramatically, and this swelled the enrollment in the Protestant schools. A lot of young Greeks got lost in the confusion which followed.

For the most part, their parents were taken up with the business of financial survival, and the teachers were overburdened with the big classes. In Greece, teachers take a strong hand in guiding and disciplining students, and parents automatically expect them to provide any kind of direction or correction that is needed. When they came here, they assumed that the schools would take the same kind of responsibility, but it did not happen.





You had an unfortunate situation where there was no communication among teachers, parents or students. Essentially, a Greek student, unless he happened to come from an unusual family, or attract the interest of an unusual teacher, was left to drift through the system.

A further problem was the liberalization of school curricula in the 1960's. Until that time, even though they were neglected, the Greek students at least came into contact with the basics of education—language, grammar, mathematics, history, geography. But with the new approach, students were told that they could choose their own path through school. What happened was that the immigrant children usually chose the easiest path, with the result that when they reached high school graduation, they were unfit for post-secondary education.

“In 1971, only 4% of our high school graduates went to the university. Today, our special schools send 84% of graduates into post-secondary education.”

In 1971, when I became president of the Greek community, only 4% of our high school graduates were going on to university. This had nothing to do with innate ability or intelligence.

The turnaround of this situation is an interesting one. Since 1925, we had in the Greek community a little institution known as the Socrates School. Its original purpose had been to encourage a better kind of integration of Greek people into the English culture. But at the end of the 1960's it was little more than a ghetto school, which reinforced the disabilities that our young people were experiencing.

We decided to use this Socrates School as the foundation for a new experiment in ethnic education. From the Quebec government we received the permission to establish a trilingual curricula, with all class instruction in French. In addition to granting permission, the government also agreed to pay 80% of our costs to run the school. What followed over the past thirteen years has been the development of a school system which now has four schools and accommodates more than 20% of all Greek-speaking students in greater Montreal. From 171 students in 1971, we reached 265 in 1972, and now have over two thousand. Last year 84% of the high school graduates in our system went on to university or college.

The consensus is that our system teaches French as well as either of the Catholic or Protestant systems. After we had been in operation for four years, I had the pleasure of guiding the Quebec deputy minister of education on a tour of our schools. It was a moving experience for me, when in class after class the children answered her questions in superb French. I had to look away to hide the delight I felt. And the children also achieve a high competency in English, and their native language which they learn at home is continually reinforced.

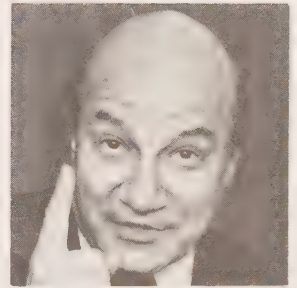
“The consensus is that our system teaches French as well as either of the Catholic or Protestant systems in Montreal.”

The discipline in the schools is firm, because that is what Greek parents want for their children. We expect students to be well-behaved and well dressed, and we are supported by the entire community in maintaining these standards.

As a result of our success, two things have now happened which provide opportunities for other ethnic communities across. First of all, the Quebec government has granted us status as an ‘associate system’ on equal footing with the Catholic and Protestant systems. Secondly, other communities—Jewish, Armenian, and Hungarian—have created similar schools based upon our experience, and have been granted similar status as associate systems. Our model has been studied throughout the Montreal area, and I have personally spoken to groups throughout the country about our methods and success. The Greek community in Toronto, with our assistance, has created a similar educational system.

“We are a multicultural country, but this fact is not reflected in the ruling structures of Canada.”

For me, all of this leads to a more equal footing for minority people in Canada. Right now, more than 30% of the population is outside of the French and English majority cultures. We are a multicultural country, but this fact is not reflected in the ruling structures of Canada. In the Crown corporations, boards, directorates, senior government circles, you see very few ethnic persons. If they are there, too often they are tokens who do not represent their communities. These groups of people rule the country, and they must now open their doors to a large portion of the population who have been systematically denied access. That is the goal of our educational system, to continually educate our Greek children so that they are equal and superior in the skills needed for leadership in Canada. We are doing our part, and now the business and government leaders in the country must change their thinking, so that educated Greeks and other minorities can truly contribute what they have to offer.



EDUCATION

The Committee recognizes that Education falls under provincial jurisdiction and is reluctant to make recommendations in this area. However, the vast majority of the briefs received and the presentations made to this Committee as it travelled across Canada looked to Education to make a major contribution to ameliorating race relations and increasing the participation of visible minorities in Canadian society. As a result, the Committee did not feel it could ignore such significant input. Where appropriate, the federal government should link transfer payments to the Provinces to the recommendations in this chapter. This chapter examines the major issues brought to the attention of the Committee, including: the importance of race relations policy at the Board and school level; accommodating school practices to cultural diversity; relations between the home and the school; student leadership programs; methods for responding to racial harassment; assessment of students for placement; the evaluation of textbooks for bias; materials for developing more positive student attitudes; improving teacher education; early childhood education; and post secondary education. Where possible, solutions are directed to the appropriate authorities.

URGE SCHOOL BOARDS TO DEVELOP A RACE RELATIONS POLICY

Sensitivity: Throughout Canada, many school boards, administrators and teachers are trying to create learning environments characterized by sensitivity, tolerance and respect.

Room for Improvement: It appears, however, that this is not true everywhere and that there is need for improvement in the policies and practices of various school boards.

Lack of Programs: Attitudes that are detrimental to the fostering of a multicultural learning environment are a major concern of many school boards. There has been modest success in attempting to reduce racial prejudice by changing attitudes. This problem is compounded by the lack of programs available to those whose racial outlook affects the attitudes of many others.

Behaviour: It is the feeling of the Committee that changing behaviour is much more efficient than attempting to change attitudes. People, when required to change their actions, often will bring their attitudes into line to avoid inconsistency.

Goals and Priorities: It seems obvious that school board policy must reflect the influence of the community of which it is a part. If the board is to change its behaviour, then those responsible for setting community standards must do so as well. Both must agree on a set of goals and priorities that enhance the chances for racial harmony and academic excellence.

Methods for Accommodating Community Participation: The Committee calls attention to a model for participation developed by Keith Sullivan of the Atlantic Institute of Education. He developed a set of guidelines for systematically gathering information on the goals of education for four groups: Acadians, Blacks, non-status Indians and status Indians. His study revealed that the four groups agreed on a set of eight goals, although their priorities were different. Such information can assist schools with different clientele to formulate policies and programs with different emphases.

Other Efforts: The Committee has also learned of actions taken by school boards in Toronto and Vancouver. The Toronto Board of Education called for a report which investigated the manifestation of racism within the school system, and suggested appropriate action to be taken against it:

A subcommittee on race relations was established.

The subcommittee developed three issue papers on race relations in the school: one for the system, one for the students and one for the community.

Consultations were conducted through city-wide meetings, local area meetings, and visits to secondary and elementary schools.

The Vancouver School Board held a series of public meetings in order to ascertain the wishes of the community on race relations:

RECOMMENDATION

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A race relations policy was established. The success of the Vancouver model of development can be attributed to support from ethnic groups, an approved policy and guidelines in place, ongoing curriculum and professional development programs; and staff specifically assigned to meet program needs. Each year each school is asked to outline their race relations program.

Both the Toronto and Vancouver programs had strong trustee commitment.

Required Knowledge: Both cities were able to implement a set of complicated policies over time in communities with widely diverse groups and interests. It is the opinion of this Committee that what was achieved in these cases should be made known to others. The promotion and acceptance of cultural differences is a responsibility that is of equal concern to everyone in the community.

RECOMMENDATION:

The Secretary of State should encourage the provincial governments to urge their various school boards to develop and implement a race relations policy.

RECOMMENDATION

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EXAMINE THE CURRICULUM PRACTICES OF CANADIAN SCHOOL BOARDS

The hidden curriculum is the teaching of social and economic norms and expectations to students. These norms and expectations are so much a part of schooling that they are seldom questioned or consciously examined. They range from the assumption that all students are familiar with Christian heritage to assumptions about the meaning of eye contact, pause length and social distance.

Feelings: Because this is the case, the feelings of cultural minorities who do not place high values on these same aspects are often neglected or overlooked.

Pride in heritage is an important consideration for many visible minorities. The conventional practices of many schools fail to recognize this and tend to consider the culture of some but not others.

Denial of opportunity can result when the hidden curriculum becomes the basis for teaching methods. Verbal praise, used by many teachers as a way to increase participation, may embarrass a student whose culture discourages such behaviour. The student may receive a low grade because of the requirement to participate in class activity.

Climate: The hidden curriculum must be taken into account when considering how to enhance the multicultural climate in the school.

Individual Basis: The Committee encourages all teachers and administrators to remember that there are cultural differences and that students should always be treated as individuals.

Resources: It is important that school boards provide school personnel with the resources to conduct periodic appraisals of the overall quality of the school environment and multicultural programs.

Vancouver: A local group, called Alternatives to Racism, produced A Handbook For Enhancing The Multicultural Climate Of The School which contains a checklist for determining how responsive school personnel are to cultural differences. It assesses programs for efficiency and patterns of organization as well as for effectiveness. If the results are positive, the school personnel and students are encouraged. If they are negative, the mechanism exists for corrective action.

The Nova Scotia Teachers' Union has published Multiculturalism: A Handbook For Teachers. The Handbook explains what multiculturalism is all about and provides assistance to teachers in implementing multiculturalism as a classroom policy.

Equality: Keeping these efforts and difficulties of minorities in mind, educators should create a school environment which is conducive to learning and promoting equality of opportunity for all students.

The Canadian Council for Multicultural and Intercultural Education is an organization representing educators from across the country. The Council holds conferences, acts as a clearing house and supports research in areas of need.

RECOMMENDATION:

The Canadian Council for Multicultural and Intercultural Education should examine the hidden curriculum in order to ensure that no group is denied a sense of belonging and equality of opportunity.

RESPECT THE OBSERVANCE OF CULTURAL NATIONAL DAYS

Not the Same: It is often taken for granted that everyone observes the same days of celebration. This is a rather large oversight considering the multicultural nature of Canadian society. Members of minority cultures take their days of celebration just as seriously as the rest of the community.

Left Out: Within the schools, there is a feeling of embarrassment and alienation on the part of minority children when they are forced to observe days of celebration which are not their own, or when their own are ignored.

Mutual Knowledge: Recognition of important national days and religious holy days of the cultures represented in the schools was requested by many of those who appeared before the Committee. Mutual knowledge is a necessary, although not entirely sufficient, means of generating respect for cultural heritage. An Ontario government publication, Days to Remember, provides a list and description of significant observances of various ethno-cultural groups in Canadian society. A sense of belonging on the part of visible minority children can be increased by making aspects of their culture part of the culture of the school. The Canadian Council for Multicultural and Intercultural Education should be encouraged to prepare a school calendar of events that might be recognized.

Positive: The practice of recognizing the important holidays, national days and religious holy days of the cultures represented in the school or classroom is a positive way of conveying respect and acceptance of the individual's cultural heritage.

RECOMMENDATION

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RECOMMENDATION

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Celebrations should be implemented in consultation with the communities. It could be that they could be celebrated in much the same way as those which are already part of the school culture.

RECOMMENDATION:

The Canadian Council for Multicultural and Intercultural Education should promote respect for the observance of various national days and holy days of the cultures represented in the school population.

INTRODUCE HOME-SCHOOL LIAISON OFFICER PROGRAMS FOR THE BENEFIT OF STUDENTS AND PARENTS

Communication: The problem of communication that often exists between the parents of visible minority students and the school system is a further manifestation of the inability to come to terms with cultural differences. It is frequently taken for granted that parents understand the system. The breakdown occurs because these parents are reluctant or even afraid to approach the school because it is imposing to them as an institution.

Information: Many of the most successful programs, from the point of view of schools and parents, are the Home-School Liaison Programs that exist in many school districts. The work done by the officers of these programs is concerned with informing minority cultural groups about the schools, and with making liaison officers and their services available to the schools.

Vancouver: The experiences and duties of the home-school co-ordinator program from Vancouver were brought to the attention of the Committee. The co-ordinators:

- Advise and counsel parents about their child's performance.
- Encourage the parents to participate in school.
- Counsel the parents concerning domestic problems.
- Explain ethnic perspectives to school staff.
- Provide interpretation when language is a problem.
- Act as go-between when the student's ethnic background may be involved in a problem situation.
- Translate report cards.
- Lead group discussions for school staff on cultural orientation of groups in school population.

Enthusiasm: The Committee endorses such undertakings for their contribution to smoothing the transition from culture to culture for students and parents. It also helps alleviate problems between parents and children as the children enthusiastically adopt Canadian attitudes toward child-parent relations.

Beneficial aspects of the program make it less likely that students will become frustrated and withdraw from school activities while at the same time making it more likely that they will participate more fully in social and academic activities.

RECOMMENDATION:

Boards of Education should introduce a home-school liaison officers program to assist the integration of students and parents into Canadian society.

DEVELOP MULTICULTURAL LEADERSHIP PROGRAMS

The leadership required to produce a school system that reflects the multicultural reality of all its members has to be shared by all. Nothing will be accomplished if there is no one to come forward and lead the way. A strong system requires able people.

Skills: The Committee feels that it is necessary for teachers to take the initiative in developing leadership programs among the student population. Before this can happen, they too must develop leadership skills.

East York: To facilitate this process, the East York Multicultural Leadership Program has made it mandatory for teachers wishing to develop Student Leadership Programs to become involved in sessions that promote communications skills, self-awareness and sensitivity to group dynamics. They are encouraged to stimulate discussion, devise strategies for participation and assess group activity for signs of problems.

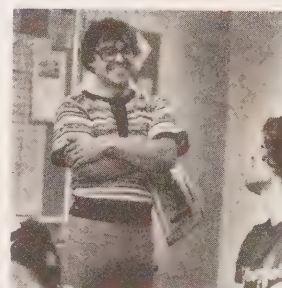
Realities: Once this training program is complete, faculty are prepared to assist students in the development of skills that will make them more aware of the realities of multicultural schools and society. As well, students will come to realize the leadership role that they can perform.

Objectives: A composite list of objectives from many school boards includes:

- To have students become more aware of the realities of multicultural schools and society.
- To develop skills in communication and problem-solving which may lead to building of self-confidence and group co-operation.
- To develop trust and empathy of students.
- To achieve a sense of multicultural harmony and understanding through a positive emphasis on similarities in belief systems, customs, and personal experiences.
- To introduce self-insight through moral awareness development and through appeals to empathy gained by role reversal and personal experience sharing.
- To learn problem-identification and problem-solving skills which can be utilized in the student's school and community environment.

RECOMMENDATION

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- To help students identify the leadership role they can play.
- To build teams in schools and a supportive network in the system.

All candidates for leadership should be chosen from all elements of the school. Once selected, students can begin to realize the numerous ways in which they can lead.

Another model which the Committee believes could be helpful is Positive Peer Culture (PPC) introduced during the 1978-1979 school year at Downsview Secondary School in North York.

- The program is designed to turn around a negative youth sub-culture and mobilize the power of the peer group in a positive, productive manner.
- Youth in the programs learn how to identify problems and how to work together for their solution by involving young people in a day-to-day helping process.

Dramatic: "In previous years we had difficulties between black students and white students. In the space of one year the behaviour of some of the students was 180 degrees opposite. Some who had been involved in violence, just one year later prevented violence. That's a dramatic accomplishment. As the program took hold during the last five months of the school year there was not the kind of tension existing between blacks and whites." (Principal, Downsview Secondary School)

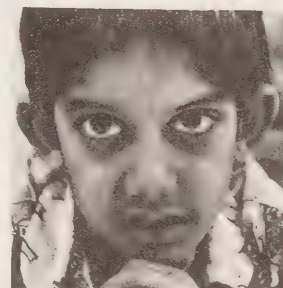
Acceptance: School boards should be encouraged to develop multicultural leadership programs and programs like Positive Peer Culture to assist staff and students in developing skills and positive attitudes promoting acceptance of human diversity in Canada.

RECOMMENDATION:

The Canadian School Trustees Association should encourage all Canadian school boards to develop multicultural leadership programs for their students.

RECOMMENDATION

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DEVISE METHODS FOR COMBATTING RACIAL HARASSMENT

11 Cities: Reports funded by the Multiculturalism Directorate documented evidence of racism in 11 Canadian communities. In virtually all of the reports concern was expressed about verbal and physical racial harassment. Racially motivated incidents occur in school as well as the community. The harassment takes the form of name-calling, graffiti, vandalism and physical assault.

Profile: The 1977 report, *Now Is Not Too Late* by Walter Pitman, provides a profile of the people who perpetrated physical assaults against South Asians in Toronto. The assailants were males in their twenties. A typical assailant seldom reads anything but watches junk television and listens to Rock radio. He has no plans to settle down and works sporadically. When he does work he will do almost anything, but does not seek anything other than manual labour because he does not think he could do it, and most of his employers agree. He is the first to be fired or laid off. He has no father at home and has no affection for him. He has a great deal of affection for his mother. He is "Canadian" which is something he rather doubts the French could ever be. "Pakis" never have been and never will be Canadians. Pakistani people are taking over this country and taking over his job. He knows very little about them and resents them for it, but he will not do anything about it. He considers himself more physically than intellectually inclined. He sees himself as a free spirit and happy-go-lucky. He likes to drink beer and smoke pot and generally had been drinking just before the assault. He does not spend much time thinking about why he perpetrated the assault. However, motives seem to range from simply an excess of amoral exuberance to a fear and jealousy of perceived superior economic status and family cohesion.

Influence: Solutions to this type of problem seem elusive. Answers need to be sought at the level of the individual as well as society. Individuals are influenced by the manner in which they see others being treated.

Uncertainty: In the schools, teachers and administrators are unsure about how to respond to racial incidents no matter where they occur.

Response: The Committee advocates the use of a number of responses:

- Upon hearing a racial slur, action should be swift and decisive. The offender should be told in no uncertain terms that such behaviour is inappropriate.
- The response should be the same as it would be in any case of antisocial behaviour, namely, that it is unacceptable and does not reflect the attitudes of the rest of the school.

British Columbia: At the University of British Columbia an approach has been pioneered by John Allan and Judith Nairn:

- Teachers work with the whole class.
- Discussion centers around the differences among class members.
- The purpose is to strengthen self-esteem by valuing each child's unique ethnic identity before discussing differences.

- Questions are designed to stimulate the exploring of issues, understand them and stimulate positive action.
- Results indicate that such exercises activate positive racial attitudes and improve the emotional climate.
- Follow-up evaluation indicates a reduction in the frequency of racial incidents.

The York Board of Education has developed a slide presentation as a basis for the discussion of issues in the classroom. Topics include name-calling, making friends, self-confidence and differing demands at home and school.

Participation: School programs which offer youth of all backgrounds the opportunity to work in a situation of equality, where there are specific tasks, with a common goal, should be supported. Programs should stress opportunities to develop self-confidence and skills.

Community Level: A promising model at the community level is the Neighbourhood Action Project organized in Vancouver by the British Columbia Civil Liberties Association. The project is exploring ways to assist victims of racial harassment and supports community activities directed toward the promotion of racial tolerance.

Others: The League for Human Rights (B'nai B'rith) and the Hamilton Anti-Racism Committee have developed materials to inform and guide communities on ways of responding to racial incidents.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should launch a major educational campaign on the best methods for responding to racial harassment in schools and communities throughout Canada.

RECOMMENDATION

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INVESTIGATE SCHOOL PLACEMENT METHODS

Instruments and procedures used to identify student achievement and ability potential for the purpose of placing immigrant students in basic level programs has been raised as a serious problem within the school system.

Factors: Inadequate language skills, social class position, and social and cultural adjustment problems are viewed as additional factors which have compounded the issue of student assessment and placement.

Facts: A Toronto study reported by Samuda and Crawford showed that 25 per cent of West Indian students were placed in the technical/vocational programs. The National Black Coalition of Canada discovered a similar situation in Montreal.

Language: Culturally different students whose language is neither French nor English are perceived as low achievers. They think of themselves as French or English speaking, but in reality what they speak is a dialect of one or the other.

All the Same: When teachers and administrators are asked to describe their policies and programs for testing, assessing and placing minority students, their overwhelming response is that they treat them all the same.

Bias: "The research and most psychologists tell us the testing instruments are culturally biased... Sometimes ... a sensitive psychologist ... is prepared not to give it in exactly the standardized way because he or she knows this child has a dialect and maybe does not understand the pronunciation. They will change the pronunciation." (Intercultural Associates)

Accommodate: Treating all students alike is inappropriate because it equates equality with equal treatment. Making accommodations for children from the dominant culture and not doing the same for children from minority cultures means unequal treatment and, therefore, denial of equal opportunity.

North York: School Boards involved with student assessment procedures should be encouraged to adopt the approach of the North York School Board which stipulates:

- Assessment to be conducted in the student's dominant language.
- Proficiency in understanding, speaking and reading their own language.
- Proficiency in the expression of ideas in their own language.
- Proficiency in the handling of mathematical concepts.

Student performance levels corresponding to those of students with similar linguistic and educational backgrounds, taking into account any interruption in schooling.

Modifications: If assessment procedures are going to be used, modifications should be made to tests and testing procedures. Once a more accurate testing procedure is in use and the student is fairly placed in the appropriate classroom, the student may still be in need of language training and the curriculum may need to be changed to accommodate the cultural diversity of the student.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support research on assessment procedures which are used to place students in occupational and academic streams in schools.

RECOMMENDATION

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EVALUATE TEACHING AND RESOURCE MATERIALS

History: "Have you read your child's history book lately? What do they say about the First Nations? You will usually encounter them in the first chapter, after which they conveniently disappear from sight as a succession of white discoverers and explorers pass in parade. About us you will find quotations such as this, 'They fought more ferociously than any other Indians we encountered in our westward movement.' The fact we were fighting for our own land and survival was not mentioned." (Chief David Ahenakew of the First Nations)

Progress has been made in the area of textbook analysis since the publication of *Teaching Prejudice* in 1971. Most provinces have established textbook revision committees and have undertaken some form of textbook evaluation.

Ontario: One of the most impressive and comprehensive efforts is a publication entitled *Race, Religion and Culture in Ontario School Materials: Suggestions for Authors and Publishers* produced by the Ontario Ministry of Education. The booklet contains basic principles and suggestions for developing multicultural materials that can be used as guidelines for detecting cultural or racial bias in existing resources.

Committee: At the present time there are a number of textbook evaluation committees across the country. What is needed is an interprovincial co-ordinating committee to facilitate the evaluation of teaching and resource materials, to incorporate new criteria into material evaluation schemes, and to communicate evaluations as they are completed to the departments of education and through them to the school boards.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should encourage the establishment of an interprovincial co-ordinating committee to evaluate the legitimacy of teaching and resource materials for the purpose of determining the possible existence of cultural or racial bias.

RECOMMENDATION

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PROMOTE THE DEVELOPMENT OF MORE POSITIVE ATTITUDES TOWARD VISIBLE MINORITIES

Negative: There seems to be universal acceptance within visible minority communities that the schools should promote a positive attitude toward minority students. There is a definite lack of information presented for this purpose and as a result students are unaware of how to respond to those with whom they are unfamiliar. The presentations that are made are frequently ineffective in reducing or eliminating negative attitudes.

Preconditions: Considerable research has shown that certain thinking abilities and the ability to perceive people in certain ways are necessary preconditions to accepting human diversity. The development of the ability to see things as others would see them and the ability to perceive attributes other than color when you look at someone are just two examples of abilities that need to be developed if students are to be more tolerant.

Guides: The Committee received a number of positive examples of teachers guides and curriculum units which improve student thinking abilities, teach them to work together co-operatively, enhance their self-images and present them with information about other cultures:

- a) **Black Studies: A Resource Guide for Teachers**, Intermediate Division, published by the Ontario Ministry of Education (1983). This material is an important contribution to educators who, partly because their own knowledge was deficient, have not taught students about Black Heritage in Canada.
- b) **Micmacs Project of Prince Edward Island**. The development of this project, together with the curriculum material produced, was important in creating greater sensitivity to cultural and ethnic similarities and differences.
- c) **Dealing with Differences**, Scarborough Board of Education, is a Case Study Exercise for Teachers, in which school situations are replicated, with a view to isolating the alternatives which can be used to deal with racial/ethnic incidents.
- d) **A Cultural Enrichment Program**. Ahmed Ijaz demonstrates in his study, *You Can Change Your Children's Attitudes* through positive presentation of another culture with opportunities for participation in creating arts and crafts, dance etc... typical of that culture.
- e) **Exploring Likeness and Differences with Film**, Bette Hood, North Vancouver. This is a twelve week social studies program for grades 5 and 6, which utilizes films to present the everyday life of members of different ethnic groups. Facts can be gained, closed minds can be opened and a sensitivity to others could be developed through the exploration of likeness and differences.

- f) The Society for the Prevention and Elimination of Discrimination and Stereotyping, Calgary Board of Education. A unit to help children gain a better understanding and respect for individual differences. The teaching approach is activity oriented and includes valuing, field trips, resource speakers and participating in songs, dances and art.
- g) Prejudice, A Unit Developed by the Association for Values Education and Research, University of British Columbia. The objective of the program is to develop more positive attitudes by developing critical thinking abilities.
- h) New Friends: A Grade Two Unit Developed by Alternatives to Racism, Vancouver, attempts to teach children (1) role-taking abilities (2) how to recognize that there are differences within groups of people (3) that people have internal as well as external qualities.
- i) Co-operative Learning: A Teaching Strategy. Dan McDougall, Alberta Association for Multicultural Education, and various schools elsewhere are developing the use of co-operative learning techniques whereby students begin to understand the value and the necessity of working with others.
- j) The League for Human Rights of B'nai Brith has pioneered many programs for use in community education and school programs. Their initiatives and early programs have assisted educators in learning about some of the pitfalls, and their continued work in the field of education is valued.
- k) Profil d'une communauté ethnique de Montréal. A series of booklets produced by the Conseil scolaire de l'Ile de Montréal including profiles of Amerindians, South-East Asians, Latin-Americans, Hungarians, Dutch, Germans, Haitians, French, Polish, Italians, Chinese, Greeks, Jews, Portuguese and Ukrainians.
- l) The DaCosta-Hall Summer Program, Montreal, Quebec. This program was designed to curb the high drop-out rate for Black students. It accomplished the enhancement of the self-concept, and educational and occupational aspirations of the students, through a controlled environment and curriculum.
- m) Multicultural Education through Art. A program developed by Margaret Andrews at Simon Fraser University, provides another way to promote intercultural understanding in a highly motivating manner.

Concerns: The Committee was impressed by the number and variety of efforts to prepare curriculum materials for use in schools. But there are a number of concerns about such materials:

- Much has not been evaluated for its effects on children's attitudes.
- Much is optional and not widely used.
- Material that has been proven effective has not been widely used by school boards.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should promote the development and use of teaching and resource material for facilitating more positive attitudes toward visible minorities within the Canadian school system.

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DEVELOP TEACHER EDUCATION PROGRAMS

Outdated: The teaching force in Canada is no longer growing. Many in the current field were trained before the multicultural policy was introduced and even before their schools took on a multicultural character. As a result, there is a need for new programs.

Insensitive: "Another aspect that my friends and I have found in the school system in Canada is that the teachers are very insensitive about the issue of race. Many of them cannot cope with it when they are faced with it. Apparently their background and training have not covered this properly, and therefore they are at odds and ends when they have to meet a situation head-on in the classroom. We think these special issues of race relations should be discussed in teacher training colleges, and teachers should be sensitized with respect to handling delicate situations that will always appear in classrooms that are becoming more and more mixed." (West-Indian Canadian Association of Kingston)

Others: There are problems associated with programs designed to enhance effectiveness of teachers working in multicultural classrooms as presently constituted:

- The emphasis is upon learning about others. Learning about them is not enough.
- Often teachers are able to demonstrate knowledge of appropriate behaviour in a multicultural environment but they may not have the ability or desire to act in a manner consistent with that knowledge.

Methods: Although the need to sensitize teachers was mentioned many times in submissions to the Committee, effective methods for achieving the goals were not mentioned. The knowledge, attitudes and abilities of effective teachers in multiethnic and multiracial classrooms are as follows:

- A philosophy of multicultural education
- Knowledge of cultural pluralism
- Respect for minority students
- Interaction posture and management skills
- Non-judgemental orientation
- Ability to respond with empathy
- Tolerance for ambiguity

Evaluation: A review of the literature found many teacher education programs but few have been evaluated. Of those that have been, successes have been achieved in:

Voluntary contact and field experience;

Human relations laboratory training or sensitivity training;

Approaches which have combined film, discussions, reading materials, and methods for integrating the contributions of ethnic groups in the curriculum.

Expectations on the part of the teacher play an important part in student achievement and self-image. There is also strong evidence to suggest that student social class, race or ethnicity is a major determinant of teacher expectations. Teachers must have positive attitudes toward minorities and have high expectations of minority youth.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should encourage the development of teacher education programs.

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INCREASE THE PRESENCE OF MINORITIES IN TEACHING AND ADMINISTRATIVE POSITIONS

Values: "If there are students who are losing something by not having role models of their own group in positions of authority, then it is a matter of weighing one value against another. I do not believe school systems should be hiring incompetent teachers, but when it comes down to finer lines, if there is some value to be obtained by having role models from other visible minority groups in positions of authority within the school system then, in the criteria for judging who is best for the position, that person may pick up a few points on that scale." (National Capital Alliance on Race Relations)

Need: Although there is little evidence to indicate whether visible minority youth suffer from not having a member of his or her own race as a teacher, testimony before the Committee emphasized the need to employ more visible minority teachers.

Higher Levels: Until recently there also has not been much evidence to support the contention that students with teachers from their own race or cultural group would have higher levels of achievement. But recent research demonstrates that teachers from the same cultural group are likely to teach at a pace that is consistent with that of the students. The results were higher levels of achievement.

Preparation: There are programs at different universities in Canada which are designed to prepare aboriginal people to teach Native Indians:

The Native Indian Teacher Education Program (NITEP), University of British Columbia, has graduated 51 students. The majority are teaching while others have found employment as cultural workers with school boards.

Victoria School Board has an affirmative action program and has employed 12 aboriginal teachers.

A school in Bella Coola, British Columbia, has hired three graduates of the program, one of whom is the principal. One of the unanticipated outcomes of the placements in Bella Coola is that on parent-teacher night, the turnout of native parents was 100 per cent.

Brandon University has two Native teachers education programs.

The Brandon University Native Teacher Education Program has the professors from the university teach their courses in the communities. The students are full-time and earn a degree in four years. There have been approximately 125 graduates and most are teaching or have other leadership roles in their communities.

The Project for the Education of Native Teachers has native students working as paid teacher's aids from September to May and then taking courses on campus from May to August. There are approximately 156 students in the current program and approximately 100 have graduated. Most graduates are teaching in their home communities.

The Federal Government has responsibility for schools in the Department of Indian Affairs and Northern Development and the Department of National Defence. The Committee is pleased to note that the Department of Indian Affairs and Northern Development has an affirmative action program for employing Native teachers in Band schools. Schools within federal jurisdiction should employ more visible minority teachers.

Increasing: Lower drop out rates, higher levels of achievement and greater parental participation are three very good reasons for increasing the number of Native and other visible minority teachers in the school system.

RECOMMENDATION:

Governments and school boards should introduce affirmative action programs to increase the number of visible minorities in teaching and administrative positions.

ENCOURAGE EARLY CHILDHOOD EDUCATION

Victims: "Children against whom prejudice is directed and also children for whom prejudice is a way of life are victims of a world which has failed to meet their needs or protect their rights." (Rosemary Brown, M.L.A., British Columbia)

Early Childhood Education is defined as the care and education of children from birth to approximately seven years of age. It includes day care, nursery, pre-school, kindergarten, and some primary classes.

Learning: "There are some people who suffer from the misguided notion that small children are free of racist attitudes. However, research demonstrates that by the age of four our children have a fairly well-developed conception of race and racial differences in terms of the way they play out in our society. Children have

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come to learn and understand by the time they get to school the way in which society treats race in terms of roles ascribed to people of different color. They learn by picking up comic books and the first pictures they see. They learn by watching movies, their games, films, advertisements in which all you see are white faces. The message is clear: There are certain groups of people in this society who count and certain groups who do not. So, it is a rather disturbing truth that racism is imprinted in the hearts and minds of our kids by the time they get to school." (Urban Alliance on Race Relations)

Disappointing: Diversity of responses by educational institutions to Early Childhood Training is disappointing. Depending on the region, there is no provision for it or it exists in varying forms from college to college. There also seems to be a lack of requirements for it as part of a degree program.

Impact: There is a need for teaching materials to assist in improving the life chances of visible minority children and to enhance their self-esteem. American research has demonstrated that early childhood programs can have a long term positive impact on the later life chances of participants. There is also a need for teaching materials to positively influence attitudes and values.

Ideal: The period of early childhood is the ideal time to shape the attitudes of young Canadians in preparation for life in a multicultural society.

Toronto: The Committee had only one example of an Early Childhood Education Program brought to its attention. Dr. Keith McLeod at the University of Toronto has developed a program guide for use by Early Childhood Education teachers. The guide includes a number of strategies for dealing with cultural diversity.

"Early childhood and the needs of young children is a ripe, rich area for the federal Government to be involved in. The British North America Act did not give ownership of the education of young children to the Provinces." (Intercultural Associates)

RECOMMENDATION:

The proposed Ministry of Multiculturalism should provide further funding for research and development of:

Minimum standards for working in early childhood education

Multicultural teaching materials for use in training programs

Curriculum materials that would positively influence attitudes and values during the period of early childhood education.

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ASSIST INCREASED PARTICIPATION IN POST SECONDARY INSTITUTIONS

Testimony before the Committee and evidence presented in briefs indicated that post secondary institutions have a significant role to play in increasing the participation of visible minorities in their programs.

"...the idea of life long learning has particular implication for the 80 percent unemployed Indian and Native population, who in order to catch up on missed opportunities to education and job skills, will want to spend large periods of their adult life combining education and work training." (Native Metal Industries Ltd. and N.M.I. Holdings Ltd.)

Obstacles: Although the statement was made with particular reference to aboriginal people, it is applicable to other visible minorities as well. It is important for post secondary institutions to examine the ways in which they respond to visible minority students whose culture may be different and who may be more mature. Research suggests they are faced with a number of obstacles to participation, including: discrimination, non-acceptance, low expectations by teachers and lack of respect for and recognition of the learners, past experience. Post-secondary institutions need to identify recruitment procedures which encourage more visible minorities to take advantage of their programs.

Two encouraging models presented to the Committee in testimony are the Transitional Year Programs (TYP) at Dalhousie University and the University of Toronto.

The Dalhousie University Program was established in 1971 as a pilot project to provide educational upgrading to Black and aboriginal students in order to enable them to proceed to university. In the early 1980s, it was given the equivalence of a department in the Faculty of Arts and Sciences for a three year trial period.

Reduced Tension: The program has reduced tensions between Black and aboriginal students and instructors and between the program and the university community. This has been attained through the systematic redefinition of difference as an asset and through the provision of non-threatening opportunities to learn about the other group. To reduce tension between the program and the university, the remedial aspect of the program was de-emphasized and its role as a resource centre accentuated. The program takes a maximum of 20 students and is designed for those students wishing to go to university but who require psychological and educational preparation.

A Community College in Winnipeg recruited twenty aboriginal people from Northern Manitoba. At the end of six months only two students were left. One of the causes for the high drop-out rate may have been the lack of accommodation on the part of the institution. Post-secondary institutions need to create an atmosphere of learning conducive to the acceptance and accommodation of Canada's multicultural, multiracial communities.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support post-secondary institutions that increase the participation of visible minorities in their programs.

RECOMMENDATION

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ESTABLISH RESEARCH CENTRES AND CHAIRS OF STUDY

Two approaches for increasing research on multicultural and racial issues were brought to the attention of the Committee.

National Institute: Dr. Keith McLeod of the Canadian Council for Multicultural and Intercultural Education argued for the establishment of a National Institute of Multiculturalism for the purpose of developing research and models. He believes it is necessary to coordinate the flow of information so that those working in the area will know what is happening elsewhere. The present technique of personal networking is clearly inadequate.

Regional Institutes: Professors R. Clifton and S. Hryniuk of the University of Manitoba brought their proposal for a Centre of Ethnic Studies to the attention of the Committee. The Centre would be involved in researching intercultural relations.

“...research and the dissemination of research is often necessary for assisting minority groups to achieve equality in our country”.

The proposal envisages a regional institute based at the University of Manitoba and a resource center at the University of Winnipeg.

Chairs: A second approach to encouraging research on ethnicity and race is the establishment of Chairs at universities. There is no systematic research on the implications of Chairs of Study for those ethnic groups who have them. It is, however, generally accepted that the Institute of Ukrainian Studies at the University of Alberta, and the Chairs of Acadian Studies at the University of Moncton, Hungarian Studies and Ukrainian Studies at the University of Toronto, Gaelic Studies at St. Francis-Xavier, Mennonite Studies at the University of Winnipeg, and Native and Aboriginal Studies at St. Thomas University have assisted in the preservation of knowledge and enhanced the self-concept of the groups. In addition, the Chairs provide an infrastructure for preparing well researched position papers when the groups find themselves in advocacy positions. The Committee found the Chair of Study to be a good model for encouraging cultural retention and supports the establishment of a Chair of South Asian Studies in Western Canada and a Chair of Black studies in Eastern Canada.

RECOMMENDATION:

The proposed Ministry of Multiculturalism should support the establishment of Research Centres and Chairs of Study.

SOCIAL INTEGRATION

1. Employment and Immigration Canada should implement the new framework for immigrant language training.
2. The proposed Ministry of Multiculturalism should amend funding criteria for an organization or project for a second and third year with a minimum of resubmission preparation.
3. The proposed Ministry of Multiculturalism should increase and extend funding for both ethnic and racial group organizations and broadly based community organizations.
4. All governments should continue to fund and support race relations and intercultural training and public education programs which are well researched and evaluated, fit the particular community they are designed for, have a long term community development component and are systematically linked to existing programs.
5. The proposed Ministry of Multiculturalism should establish regional computer-based retrieval systems to act as clearing houses of information, experience and advice.
6. Governments should continue to fund community efforts which assist visible minority and immigrant women to become self-sufficient participants in the economic and social life of the community.
7. The federal government should fund majority youth organizations which are prepared to modify their programs in ways that increase the participation of minority youth.
8. All governments should continue their support of multicultural, multiracial sharing events and publicize the process by which voluntary organizations have increased participation of visible minorities.
9. All chief electoral officers and governments should provide more information on the electoral process.
10. Political parties should increase the participation of visible minorities by developing more effective outreach programs.
11. The Canadian Federation of Municipalities should initiate a sharing of the models of broadly representative race relations committees.

EMPLOYMENT

12. The federal government should promote the hiring of visible minorities in the private sector by implementing the following five year strategy:

Over an immediate five year period, make available subsidies and tax incentive programs for the hiring and training of visible minority persons and for the promotion of the voluntary adoption of affirmative action.

During the course of this same five year period, develop an adequate data base which will provide a labour profile on visible minority groups and assist in the implementation of affirmative action programs. The experience with affirmative action programs in Canada and elsewhere should also be studied.

At the end of five years, review the incentives programs and the success of voluntary affirmative action. Mandatory affirmative action should be introduced at this time if insufficient progress is detected under the voluntary programs.

13. All governments should redirect the resources and emphasis of youth programs so that visible minorities receive attention and assistance commensurate with the severity of their unemployment situation throughout Canada.
14. The federal government should introduce contract compliance legislation requiring contractors and sub-contractors with federal government departments, agencies and Crown corporations to implement affirmative action programs for visible minorities. All other governments are urged to do the same.
15. The Federal Business Development Bank should develop an outreach program to ensure that visible minority businesses are served by its financial, management and counselling programs.
16. Supply and Services Canada should compile a directory of visible minority sub-contractors, furnish this directory to all federal contractors, and require that visible minority enterprises be considered for subcontracting.
17. The federal government should, in co-operation with the provincial governments, investigate the methods and organizations for evaluating non-Canadian degrees and credentials, and the licensing and other practices of professions, trades and apprenticeships.
18. The federal government should urge the provincial Departments of Labour, Workers' Compensation Boards and other relevant federal and provincial departments to investigate immediately the working, housing, health and safety conditions for immigrant and itinerant farmworkers.
19. Government departments, agencies and Crown corporations should not use services of employment agencies which accept requests for "Whites Only".
20. The federal government should establish, in co-operation with the provinces, universities, and private industry, cross-cultural trade and communication centres within schools of business of several Canadian universities, in order to develop business and marketing skills within a multicultural environment.

PUBLIC POLICY

21. The federal government should use Governor-in-Council appointments to increase the participation of visible minorities on federal boards and commissions as well as in the senior management of the Public Service and Crown corporations.
22. The Treasury Board, as the employer under the Public Service Act, should immediately add visible minorities to the list of target groups for mandatory affirmative action.
23. The Canadian Human Rights Commission should conduct a study to determine the extent to which systemic discrimination exists in the Public Service, Crown corporations and those sections of the private sector which fall under federal jurisdiction.
24. Statistics Canada, in the 1986 minicensus and the 1991 decennial census, should include the requisite additional questions to elicit accurate data on visible minorities, these questions to be accompanied by an appropriate explanation of the purpose.

25. The federal government should immediately introduce in Parliament a Multiculturalism Act, creating a Ministry of Multiculturalism.
26. The House of Commons should amend Standing Order 69 (1) to establish a Standing Committee on Multiculturalism.
27. The Canadian Multicultural Council should be reconstituted as the Advisory Council on Multiculturalism, with a mandate similar to that of the Advisory Council on the Status of Women.
28. Employment and Immigration Canada should take appropriate steps to ensure that members of visible minorities are not unduly singled out for unusual immigration procedures and that all such procedures are adequately explained to arriving persons and their awaiting relatives and friends.
29. Employment and Immigration Canada should conduct a comprehensive study of the current situation with respect to immigrants who have been admitted to Canada through the family reunification plan, to determine whether or not there are substantial differences between them and other immigrants in terms of their ability to successfully integrate into Canadian society.
30. External Affairs Canada should conduct a general review of its policy with respect to the location of offices and the procedures for processing applications in third World Countries from which Canada receives substantial numbers of immigrants and/or visitors.
31. Employment and Immigration Canada should conduct an immediate evaluation of its employment development programs and refine them accordingly; should expand such programs to include all visible minorities as a target group in their affirmative action component; and should pay particular attention to visible minority women, who are doubly disadvantaged.
32. The federal government should, when requested, and when the integrity of the program will not be compromised, accommodate its programs to the needs of unique ethnocultural cultural groups.
33. The Parliament of Canada should officially acknowledge the mistreatment accorded to the Japanese in Canada during and after World War II and the government of Canada should undertake negotiations to redress these wrongs.
34. Justice Canada should review the War Measures Act with a view to proposing the safeguards necessary to prevent a recurrence of the kind of mistreatment suffered by the Japanese in Canada during and after World War II.

JUSTICE

35. Justice Canada should prepare amendments to section 281.2(2) of the Criminal Code so that it is no longer necessary to show that an accused specifically intended to promote hatred, in order to obtain a conviction.
36. Justice Canada should prepare amendments to s.281.2(6) of the Criminal Code so that the consent of the provincial Attorneys General is no longer required for a prosecution in cases of public incitement of hatred.
37. Justice Canada should prepare amendments to the Criminal Code so that it is clear that the burden of raising special defences is on the accused.

38. Justice Canada should prepare amendments to the Canadian Human Rights Act to allow the Canadian Human Rights Commission to deal with hate propaganda.
39. Justice Canada should prepare amendments to the Canadian Human Rights Act to give the Canadian Human Rights Commission jurisdiction to hear complaints dealing with the import and export of hate propaganda and its dissemination through the mails and on radio, television and cable services.
40. Justice Canada should prepare amendments to the Criminal Code to allow judges to impose an additional consecutive sentence when the principal Criminal Act is racially motivated.
41. All levels of government should mandate the appropriate Human Rights Commission to improve their outreach programs and establish race relations divisions, and the necessary funding should be provided.
42. Justice Canada should prepare amendments to sections 7 and 10 of the Canadian Human Rights Act so that they include remedies for the effects of systemic discrimination on visible minorities.
43. Justice Canada should prepare amendments to the Canadian Human Rights Act and the provinces should amend their anti-discrimination laws to allow a complainant the option of instituting civil litigation against a discriminator rather than making a complaint to the Human Rights Commission.
44. Justice Canada should prepare amendments to the Canadian Human Rights Act so that the commission is directly responsible to parliament.
45. Justice Canada should undertake a review of the Lord's Day Act to ensure that any religious observance legislation is consistent with Canada's multi-religious character.
46. Canada should, after proper consultation with the provinces, make a declaration under article 14 of the International Convention on the elimination of all forms of racial discrimination and specify that complaints under article 4 should be considered as subject to the protections of the Canadian Charter of Rights and Freedoms and the International Covenant on Civil and Political Rights.
47. Solicitor General Canada should increase the representation of visible minorities in the RCMP through the removal of artificial barriers and the initiation of an active recruiting strategy. Other police forces should do likewise.
48. Solicitor General Canada should establish a career development program for visible minorities seeking to become special constables. All other police forces should do the same for visible minorities who are civilian community service officers.
49. The Solicitor General of Canada and his provincial and territorial counterparts should provide cross-cultural training for police, corrections administration, prison staff and judicial system personnel.
50. Solicitor General Canada should develop initiatives to involve members of visible minority communities in the planning and administration of correctional services.
51. Solicitor General Canada should develop initiatives to reduce the number of offenders in correctional institutions by utilizing alternatives to incarceration.

52. Justice Canada should continue to support the Native Courtworker Program and extend it to include members of other visible minorities.

MEDIA

53. The Department of Communications, when drafting the proposed new Broadcasting Act mentioned in the recent Speech from the Throne, should explicitly charge the Canadian Broadcasting Corporation to contribute to the development of national unity by promoting harmonious relations among the ethnic and racial groups which make up Canada's population.
54. The Department of Communications should require its major cultural agencies and agencies reporting to the department to support multicultural arts.
55. The Department of Communications should define "Canadian Content" in film, television and other media as including a dimension of Canadian multiculturalism.
56. The proposed Ministry of Multiculturalism should assist more non-governmental organizations in making prestigious annual awards for reportage, documentary, advertising or other areas which contribute to harmonious race relations.
57. The proposed Ministry of Multiculturalism should support in-service training in cross-cultural communication for media professionals and schools of journalism should provide mandatory courses in this area for student journalists.
58. All media should hire and promote minority persons to all levels of their staff, providing training where necessary, and suitable persons from visible minorities should be appointed to management, boards and self-regulating bodies.
59. Media institutions should expand their international reporting as recommended by the recent Royal Commission on Newspapers and improve the quality by broadening the perspectives of their editors and correspondents.
60. Press councils should increase their capability to deal with racist reporting and set standards for reporting on visible minorities for the print media.
61. The proposed Ministry of Multiculturalism should facilitate the establishment of a media watch by visible minority organizations.
62. The advertising industry should work towards adopting a policy of having all advertising and promotional material reflect the multicultural diversity of Canada and towards setting standards for portrayal of visible minorities in advertising similar to its standards for portraying women.
63. The Advertising Standards Council should develop a code for depicting visible minorities in print advertising.
64. The proposed Ministry of Multiculturalism should support research into the attitudes of the majority toward visible minorities appearing in advertising, and basic demographic and consumer information on visible minorities should be made available.

65. All levels of government, including Crown corporations, should adopt a multiracial policy in advertising and communications and should provide adequate resources, such as training, monitoring and evaluation, for the successful implementation of the policy.
66. The Department of Communications should ensure, in developing its long-range strategy for broadcasting and communications, that visible minorities have equal access to the new technology and that their concerns are represented in broadcasting content.

EDUCATION

67. The Secretary of State should encourage the provincial governments to urge their various school boards to develop and implement a race relations policy.
68. The Canadian Council for Multicultural and Intercultural Education should examine the hidden curriculum in order to ensure that no group is denied a sense of belonging and equality of opportunity.
69. The Canadian Council for Multicultural and Intercultural Education should promote respect for the observance of various national days and holy days of the cultures represented in the school population.
70. Boards of Education should introduce a home-school liaison officers program to assist the integration of students and parents into Canadian society.
71. The Canadian School Trustees Association should encourage all Canadian school boards to develop multicultural leadership programs for their students.
72. The proposed Ministry of Multiculturalism should launch a major educational campaign on the best methods for responding to racial harassment in schools and communities throughout Canada.
73. The proposed Ministry of Multiculturalism should support research on assessment procedures which are used to place students in occupational and academic streams in schools.
74. The proposed Ministry of Multiculturalism should encourage the establishment of an Interprovincial Co-Ordinating Committee to evaluate the legitimacy of teaching and resource materials for the purpose of determining the possible existence of cultural or racial bias.
75. The proposed Ministry of Multiculturalism should promote the development and use of teaching and resource material for facilitating more positive attitudes toward visible minorities within the Canadian school system.
76. The proposed Ministry of Multiculturalism should encourage the development of teacher education programs.

77. Governments and School Boards should introduce affirmative action programs to increase the number of visible minorities in teaching and administrative positions.
78. The proposed Ministry of Multiculturalism should provide further funding for research and development of:
 - Minimum standards for working in early childhood education
 - Multicultural teaching materials for use in training programs
 - Curriculum materials that would positively influence attitudes and values during the period of early childhood education.
79. The proposed Ministry of Multiculturalism should support post-secondary institutions that increase the participation of visible minorities in their programs.
80. The proposed Ministry of Multiculturalism should support the establishment of research centres and chairs of study.



GLOSSARY OF KEY TERMS

ABORIGINAL PEOPLES: The term used in this report, as in the Constitution Act, 1982, to refer to native Indians, Inuit and Métis.

AFFIRMATIVE ACTION: A component of anti-discrimination policies, involving the restructuring of institutions and organizations along lines which reflect the composition of their societies.

AFFIRMATIVE ACTION PROGRAMS: These programs generally have a mandate to examine actual structures of recruiting and hiring practices in order to recommend changes that deal with more specific goals in the short term. These programs may be mandatory and, in some cases, targets may be set. Such programs may also be referred to as preferential. In government, contract compliance may be used as a technique to extend affirmative action programs to the private sector, by requiring that firms which have government contracts also establish such programs.

ASSIMILATION: A process, clearly distinct from integration, of eliminating distinctive group characteristics, this may be encouraged as a formal policy (e.g. American "melting pot").

CHILL FACTOR: A situation in which people do not apply for a position because they believe they would be unwelcome in that workplace. This belief usually develops if there is no one like them in that workplace.

CORE FUNDING: Funds that are available to support the ongoing administration of an organization, as opposed to supporting specific types of program activity.

DISCRIMINATION: The conscious act of dealing with a person or persons on the basis of prejudicial attitudes and beliefs (rather than on the basis of individual merit). Thus prejudice is a state of mind, while discrimination is an action.

DIVERSION: A program in which the court directs a criminal defendant to participate in some type of community work or restitutional activity as an alternative to incarceration.

EQUAL OPPORTUNITY PROGRAMS: Basically these programs, which constitute the less aggressive approach, are designed to monitor and evaluate the progress made in implementing a policy of identifying disadvantaged groups and setting broad objectives in hiring or promotion.

ETHNOCENTRIC: Regarding one's own race or culture as the most important and judging other cultures as wrong or inferior simply because they do things differently.

EYE CONTACT: There is variation across cultures in the way in which people make eye contact with each other. During a conversation, some cultures maintain constant eye contact while others have very little.

HIDDEN CURRICULUM: The tacit teaching of social and economic norms and expectations in the schools. These norms and expectations are so much a part of schooling that they are seldom questioned or consciously examined.

INTEGRATION: A process, clearly distinct from assimilation, by which groups and/or individuals become able to participate fully in the political, economic, social and cultural life of the country.

MULTICULTURALISM POLICY: One which promotes the integration, not the assimilation, of minority groups into society while at the same time assisting those who so wish to maintain their distinctive cultural identities (e.g. Canadian "cultural mosaic"). In this report, the term is understood to include a multiracial element.

OUTREACH PROGRAM: A program designed to increase the awareness of the general public and/or specific client groups concerning the facilities and services provided by an organization, or to increase their participation.

PAUSE LENGTH: Pauses between participants in conversation vary across cultures. Pauses in conversation signal turn-taking. If the other person does not begin to speak after an appropriate pause, the speaker feels free to keep talking.

PLURALISTIC SOCIETY: One which is comprised of persons belonging to several different ethnic, racial, linguistic or religious groups; some may result primarily from historical demographics (e.g. Switzerland, Yugoslavia, many African States) while others result primarily from immigration (e.g. Canada, United States and Australia).

PREJUDICE: Literally to pre-judge; a mental state in which an individual passes judgment (generally unfavourable) on a person he or she does not know, usually attributing to that person a variety of characteristics which are attributed to a group of which the person is a member. It is an attitude in contrast to behaviour.

RACISM: Discrimination on the basis of racial/national/ethnic origin or colour.

REVERSE DISCRIMINATION: A term used (generally by opponents of affirmative action programs) to refer to the perceived exclusion of some majority group individuals from positions as a result of affirmative action programs.

SANCTIONS: A component of anti-discrimination policies, generally legislation which prohibits discriminatory acts and/or provides legal remedies for victims of such acts (for example the Canadian Human Rights Act, the Charter of Rights and Freedoms and the Provincial Human Rights Acts).

SEED MONEY: Funds made available for the initial development of a project, usually on the understanding that no funds will be required for its maintenance once it is established or that alternative funding will be arranged.

SETTLEMENT PROGRAMS: Programs designed to assist newly-arriving immigrants to integrate into a society. Typically they would include language, orientation, housing and counselling services.

SOCIAL DISTANCE: The distance people stand from each other during conversation varies across cultures and varies with different situations within a culture.

STEREOTYPE: A fixed image attributing certain characteristics or habits to a specific racial or ethnic group.

STRICT LIABILITY OFFENCE: One which imposes a criminal penalty without requiring proof of criminal intent to obtain a conviction.

SUSTAINING GRANT: Funds that are available to support the ongoing administration of an organization, as opposed to supporting specific types of program activity.

SYSTEMIC DISCRIMINATION: Unintentional, institutionalized discrimination. For example, hiring procedures or entrance requirements may have the unintentional effect of excluding various minority groups. Also referred to as "institutional" racism.

TARGET GROUPS: Target groups are those disadvantaged or under-represented groups whose participation an affirmative action program is trying to increase.

The following groups and individuals appeared as witnesses before the Special Committee:

- Ad Hoc Committee on Media and Race Relations (Issue No. 16)
- Ade, George (Issue No. 14)
- Advisory Committee on Visible Minorities, City of Ottawa (Issue No. 10)
- Agecutay, Claudia (Issue No. 20)
- Ahenakew, Chief David (Issue No. 2)
- Akali Singh Sikh Society (Issue No. 24)
- Alberta Association for Multicultural Education (Issue No. 23)
- Alcindor, Dr. Anthony (Issue No. 13)
- Ali, Mumtaz M. (Issue No. 24)
- Allan, John (Issue No. 25)
- Allen, Dr. Keith (Issue No. 14)
- Alternatives to Racism (Issue No. 25)
- Anania, Silvana (Issue No. 13)
- Anderson, Dr. Wolseley (Issue No. 14)
- Antoine, Delano (Issue No. 17)
- Arany, Maria Kovacs (Issue No. 13)
- Armstrong, Lynda Edith (Issue No. 16)
- Armstrong, William (Issue No. 9)
- Ash, Don (Issue No. 30)
- Assanand, Shashi (Issue No. 25)
- Assembly of First Nations (Issue No. 2)
- Association des journalistes ethniques du Québec (Issue No. 13)
- Association des médecins haïtiens à l'étranger (Issue No. 13)
- Athans, David (Issue No. 25)
- Atwal, Gurdeep Singh (Issue No. 25)
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 Greer, Alexander — Kingston, Ontario
 Grief, N. — Thunder Bay, Ontario
 Griesback, Floyd — Wabasca, Alberta
 Guru Nanak Sikh Temple Society

 Haile-Michael, Yonas — Toronto, Ontario
 Halder, Sister Mary — Toronto, Ontario
 Halifax Baha'i Community
 Hall, Larry — Port Hope, Ontario
 Handa, Mr. and Mrs. V.K. — Kitchener, Ontario
 Harpe, Joanne — London, Ontario
 Harris, Joan — Labrador City, Newfoundland
 Harvey, Julien — Montreal, Quebec
 Hassan, Jamal — Toronto, Ontario
 Heinrich, Hon. Jack — Victoria, British Columbia
 Hendricks, Geoffrey — Montreal, Quebec
 Heritage Language Association of British Columbia
 Higgins, Charles — Toronto, Ontario
 Highland Resources Ltd.
 Hill, A.S. — Bramalea, Ontario
 Hryniuk, Stella — Winnipeg, Manitoba
 Hull, James — Weston, Ontario
 Hull, Jeremy — Winnipeg, Manitoba
 Human Rights Coalition
 Human Rights Directorate of the Secretary of State
 Human Services of Scarborough
 Hutterian Brethren Church of Canada

 Ijaz, Ahmed — Markham, Ontario
 Immigrant Services Society of British Columbia
 Immigrant Settlement Board of Vancouver
 India Canada Association of Calgary

India Canada Cultural Association
India Canadian Association
Indian and Northern Affairs Canada
Indian Immigrant Aid Services
Indian People's Association Against Injustice
Indian Peoples' Association in North America
Indo-Canadian Association of Nova Scotia
Inter-Cultural Associates
Inter-Cultural Association of Greater Victoria
International Briefing Associates, Inc.
International Society for Krishna Consciousness
Interprovincial Association on Native Employment Inc.
Islam-West Associates (Canada)

Jackson, Ray — Whitehorse, Yukon
Jajalla, Paul — Winnipeg, Manitoba
Jamaican Canadian Association
James, Norman — Burlington, Ontario
Japan Canada Society of Ottawa
Japanese Canadian Business and Professional Association
Javed, A. — Ottawa, Ontario
Joe, Margaret — Whitehorse, Yukon
Jollimore, Elizabeth — Halifax, Nova Scotia
Joy, P. — Victoria, British Columbia
Joyal, Hon. Serge — Ottawa, Ontario
Julian, Pamela — Victoria, British Columbia

Kalevar, Chai — Toronto, Ontario
Kan, Angela — Vancouver, British Columbia
Kao, William — Grande Prairie, Alberta
Kapila, K.R. — Cornwall, Ontario
Kaplan, Hon. R. — Ottawa, Ontario
Kara, Shams — Toronto, Ontario
Keetch, Ray — Orillia, Ontario
Kehoe, Patrick — Scarborough, Ontario
Keith Bagg and Associates
Kellough, E.W. — Calgary, Alberta
Kelly, Thomas — Beardmore, Ontario
Kent County Federation of Agriculture
Khalsa Diwan Society
King, Corinne — Cedar Valley, Ontario
Kingsley, Gillian — Edmonton, Alberta
Kinoshameg, James — Wikwemikong, Ontario
Kostyra, Hon. Eugene — Winnipeg, Manitoba
Kumar-Misir, Victor — Scarborough, Ontario
Kurien, John — Brossard, Quebec

Lam, Leatrice — Winnipeg, Manitoba
Le Riche, Harding — Toronto, Ontario
League for Human Rights (B'nai B'rith)
Lee, Ian — Georgetown, Ontario
Lee, Joseph H. — St. Catharines, Ontario
Legrand, D. — Burlington, Ontario
LeMessurier, Hon. Mary — Edmonton, Alberta
Liaison Committee for Caribbean Organizations
Liber, Bruno — Port Credit, Ontario

Ligue des Droits et Libertés de Montreal
 Logi Fraternité Inc.
 London & District Hungarian Hall and St. Stephen of Hungary Roman Catholic Parish
 Lorimer, Rowland — Burnaby, British Columbia
 Ludski, Trevor — Matham, Ontario
 Ludwig, Israel, A. — Winnipeg, Manitoba
 Lund, R. — Regina, Saskatchewan
 Lutra Associates Ltd. — Yellowknife, N.W.T.

 MacDonald, Ian V. — Ottawa, Ontario
 MacEachen, Hon. Allan J. — Ottawa, Ontario
 MacGuigan, Hon. Mark — Ottawa, Ontario
 MacIntyre, F.J.E.W. — Forest, Ontario
 MacLean, Lorna — Toronto, Ontario
 Macleod, Wayne — Vancouver, British Columbia
 MacMillan, M.M. — Toronto, Ontario
 Mager, Marc — London, Ontario
 Mah, Gordon — Burnaby, British Columbia
 Maison d'Haïti Inc.
 Makgopela, M. — Ottawa, Ontario
 Malayali Association of Ottawa
 Malik, Narinder — Calgary, Alberta
 Mandelin, Rose — Edmonton, Alberta
 Manitoba Department of Highways and Transportation
 Manitoba Human Rights Commission
 Manolakos, D. — Montreal, Quebec
 Manor Park Refugee Committee
 Marian High School — Regina, Saskatchewan
 Mason, T.E., Mayor of Williams Lake
 Mathews, T. — Calgary, Alberta
 Maxwell, Hon. Colin — Regina, Saskatchewan
 Mayers, Hector F. — Toronto, Ontario
 McBain, Stewart — Grande Cache, Alberta
 McCalmont, Roger — Toronto, Ontario
 McClelland, Hon. R.H. — Victoria, British Columbia
 McCreath, Peter — Armdale, Nova Scotia
 McFarlane, Douglas — Ottawa, Ontario
 McGill University, Faculty of Education — Montreal, Quebec
 McGoldrick, Patricia — Guelph, Ontario
 McKay, Bill — Prince Albert, Saskatchewan
 McKenzie, Dan, M.P. — Ottawa, Ontario
 McLaren, Hon. Lorne — Regina, Saskatchewan
 McMahon, Hon. George — Charlottetown, P.E.I.
 McMurtry, Hon. Roy — Toronto, Ontario
 McNab Street Presbyterian Church (Hamilton)
 Melnicer, Ralph — Winnipeg, Manitoba
 Members of Minority Elect (MOME)
 Metis Association of the Northwest Territories
 Metropolitan Separate School Board (Toronto)
 Mitchell, Lionel — New Minas, Nova Scotia
 Mitchell, William — Willowdale, Ontario
 Mo, Sam — Hamilton, Ontario
 Mohamed, H.E. — Calgary, Alberta
 Monbourquette, Hon. J. — Fredericton, N.B.
 Montreal Black Performers Association
 Morgan, John — Toronto, Ontario
 Morning Star Secondary School — Mississauga, Ontario

Morrison, James H. — Halifax, Nova Scotia
MOSAIC Regina Multicultural Society
Multicultural Association of Fredericton Inc.
Multicultural Association of Greater Moncton Area
Multicultural Association of Northwestern Ontario
Multicultural Association of Nova Scotia
Multicultural Association of the Northwest Territories
Multicultural Council of Saskatchewan
Multiculturalism Directorate of the Secretary of State
Multifax Corporation
Munro, Hon. J. — Ottawa, Ontario
Murray, Mary Lou — Ottawa, Ontario

Nadeau, Richard — Ottawa, Ontario
Nakivik Corporation
Naskapi Band Council
Nathwani, S.H. — Mount Pearl, Newfoundland
National Advisory Council on Aging
National Association of Canadians with Origins in India
National Association of Canadians with Origins in India — Montreal Chapter
National Association of Canadians with Origins in India — Vancouver Chapter
National Association of Canadians with Origins in India — Winnipeg Chapter
National Black Coalition of Canada
National Black Coalition of Canada — Ottawa
National Capital Alliance on Race Relations
National Congress of Black Women — Montreal Regional Committee
National Council of Women of Canada
National Federation of Pakistani Canadians
National Union of Provincial Government Employees
Nationalist Party of Canada
Native Communications Society of British Columbia
Native Council of Nova Scotia
Native Counselling Services of Alberta
Native Court Worker Services
Native Metal Industries Ltd.
Naylor, Joe — Vancouver, British Columbia
Negro Community Centre of Montreal
Nelson, D. — Winnipeg, Manitoba
Nelson Women's Institute
Neuwirth, Gertrud — Ottawa, Ontario
New Brunswick Federation of Labour
New Brunswick Human Rights Commission
New Brunswick Multicultural Council
Newfoundland Teacher's Association
Nixon, I.H. — Woodbridge, Ontario
Noel, Orvis — Richmond, British Columbia
Norman, James — Burlington, Ontario
Northern Telecom
Northern Women's Coalition
Northwest Territories Arts and Crafts Council
Northwest Territories Council for Disabled Persons
NOVA, an Alberta Corporation
Nova Scotia Human Rights Commission
Nova Scotia Teachers' Union

O'Donnell, J. — Vancouver, British Columbia

Okonkwo, Clem — West Hill, Ontario
 O'Koye, Emmanuel — Toronto, Ontario
 Ontario Federation of Labour
 Ontario Human Rights Commission
 Ontario Multicultural Association
 Ontario South-Asian Multicultural Community Services
 Ontario Task Force on the Portrayal of Racial Diversity in Government Advertising and Communications
 Orientation Adjustment Services for Immigrant Society (O.A.S.I.S.)
 Oshawa Folk Arts Council
 Ouellet, Fernand — Sherbrooke, Quebec
 Pagely, Buncy — Victoria, British Columbia
 Palmer, George — Headingley, Manitoba
 Panchan, Z. — Nepean, Ontario
 Paranjpe, A.C. — Burnaby, British Columbia
 Paris, Percy — Halifax, Nova Scotia
 Parker, Rudolph — Winnipeg, Manitoba
 Patel, Dhiru — Hull, Quebec
 Patricia Baldwin Planning Consultants
 Paty, M. — Weston, Ontario
 PEAC Media Research Inc.
 Peel Multicultural Council
 Peel Regional Police Force
 Perry, Raymond — Winnipeg, Manitoba
 Picard, Leslie — Cookshire, Québec
 Pilipino Bayanihan of Mississauga
 Poole, John — Edmonton, Alberta
 PRABASI Cultural Sharing Committee, Church of the Good Shepherd, Toronto
 Presentation Entertainment Arts and Literature of India — Pointe Claire, Québec
 Prézeau, Carl — Montreal, Québec
 Public Service Alliance of Canada
 Public Service Commission of Canada
 Puri, Promod — Vancouver, British Columbia
 Queen Mary Community School (North Vancouver)
 Quinn, Robert H. — Scarborough, Ontario
 Race Relations Council of Edmonton
 Ralla, Joanne — Vancouver, British Columbia
 Ramaswamy, K.P. — Vancouver, British Columbia
 Ray, A.K. — Gloucester, Ontario
 Regina Civil Liberties Association
 Reid, W. Stanford — Guelph, Ontario
 Reitz, J. G. — Toronto, Ontario
 Richer, Monique — Montreal, Quebec
 Rickman, Noelyn — Agincourt, Ontario
 Roberts, Hon. John — Ottawa, Ontario
 Rosenstock, Mollie — Vancouver, British Columbia
 Royal Bank of Canada
 Rudnykyj, J.B. — Montreal, Quebec
 Ryan, Larry — Victoria, British Columbia
 Samuel, John — Ottawa, Ontario
 Sara, Iqbal — Vancouver, British Columbia
 Saskatchewan Association of Friendship Centres
 Saskatchewan Association on Human Rights

Saskatchewan Coalition Against Racism
Saskatchewan Human Rights Commission
Saskatchewan Power Corporation
Saskatchewan Telecommunication
Saskatoon Multicultural Council Inc.
Schell, Donald, K. — Toronto, Ontario
Schneider, Harry P. — Bramalea, Ontario
School District No. 44 (North Vancouver)
Scott-Shaw, George — Vancouver, British Columbia
Screenivasan, S.R. — Calgary, Alberta
Sears, Edward Paul — Dieppe, New Brunswick
Secretary of State, Department of
Séguin, Alexandre — Sherbrooke, Quebec
Sen, D.C. — Calgary, Alberta
Senisin, M. — Toronto, Ontario
Service for Non-English Speaking Residents/MOSAIC
Seventh-day Adventist Church in Canada
Seydegart, Kasia — Erin, Ontario
Sharma, Hari — Burnaby, British Columbia
Shead, Bill — Winnipeg, Manitoba
Sher, Julian — Ville St. Michel, Québec
Siddiqui, Haroon — Toronto, Ontario
Sikh Cultural Society of Windsor, Ontario
Sikh Education Society
Sikh Society of Saskatoon
Sikh Solidarity Coalition of New Westminster
Singh, Kam — Toronto, Ontario
Singh, Mohinder — Richmond, British Columbia
Singhal, R.K. — Sydney, Nova Scotia
Skelton, K. — Caledonia, Ontario
Smith, J.A. — Cambridge, Ontario
Smith, Ricardo — Hull, Quebec
Social Planning Council (Kingston and District)
Société d'entraide et de Défense des Néo-Canadiens et Groupes ethniques du Canada
Society for the Prevention and Elimination of Discrimination and Stereotyping
South Asia Community Center (SACC)
South Asian Origins Liaison Committee of Toronto
South Essex Community Centre
South Vancouver Neighbourhood House
Speaker's Bureau of the Disabled
Spears, George — Erin, Ontario
Spencer, Solomon — Toronto, Ontario
Spielman, David — Montreal, Quebec
Spiritual Assembly of the B'hais of Halifax
St. Andrews United Church — Mission, British Columbia
Stasiulis, Daiva — Ottawa, Ontario
Statistics Canada
Stephens, Russell — London, Ontario
Stieda, Sleglinde — Montreal, Quebec
Streichen, Liliane — Toronto, Ontario
Subramanian, Mr. and Mrs. V. — Ottawa, Ontario
Surat, Kasturie — Greensville, Ontario
Surrey Delta Immigrant Services Society
Syed, Hasanat Ahmad — Toronto, Ontario

Talbot, W. — Pointe Claire, Quebec

Task Force on Immigrant Women, British Columbia
 Tejpar, K. — Toronto, Ontario
 Telfer, G.R. — Islington, Ontario
 Thomas, Leopold — Newmarket, Ontario
 Thompson, Melbourne — Toronto, Ontario
 Tologanak, Hon. Kane — Whitehorse, N.W.T.
 Toronto Board of Education
 Toronto Star Newspapers Limited
 Trail-Rossland Refugee Society
 Transitional Year Program, Dalhousie University
 Transitional Year Program, University of Toronto
 Tsang, H. — Vancouver, British Columbia

 Union of British Columbia Indian Chiefs
 United Chinese Community Enrichment Services Society
 United Council of Philippino Associations
 United People Working Against Racism and Discrimination (Victoria)
 University of Toronto — Community Relations Office
 University of Western Ontario, School of Journalism
 Upton, Allan — Toronto, Ontario
 Urban Alliance on Race Relations
 Urban Native Education Society of Vancouver
 Urge, Jean Etienne — Rimouski, Québec

 Vancouver Multicultural Society of British Columbia
 Vancouver School Board Trustees
 Villeneuve, Alexandre — Ottawa, Ontario
 Viswanathan, P. — Sudbury, Ontario

 Wardle, Thomas A. — Toronto, Ontario
 Wasteneys, Geoffrey — Ottawa, Ontario
 Waterson, Carolyn — Halifax, Nova Scotia
 Webster, J. — Toronto, Ontario
 Wells, Hon. Thomas — Toronto, Ontario
 Wescarica Publications Ltd. — Edmonton, Alberta
 West Indian Canadian Association, Kingston Inc.
 Western Institute for the Deaf
 Wettlaufer, Bernice — Waterloo, Ontario
 Whiteley, Marion — Ottawa, Ontario
 Wieden, Fritz — Windsor, Ontario
 Wilson, Ken — Malton, Ontario
 World Conference on Religion for Peace

 YMCA — Montreal Chapter
 Yachimec, Mike — Vancouver, British Columbia
 Young, James — Vancouver, British Columbia

 Zabuar, Muhammed — Willowdale, Ontario
 Zachariah, Mathew — Calgary, Alberta
 Zaifman, Ken — Winnipeg, Manitoba
 Zakaria, Mohammed — Toronto, Ontario
 Zidulka, Mary-Belle — Ottawa, Ontario
 Zureik, Elia — Kingston, Ontario

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Keith Sutherland

A copy of the relevant Minutes of Proceedings and Evidence (Issues Nos. 1 to 27 inclusive of the First Session of the Thirty-Second Parliament, Issues Nos. 1 to 3 inclusive of the Second Session and Issue No. 4 of the Second Session which contains the First Report) is tabled.

Respectfully submitted,

Bob Daudlin, M.P.
Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, MARCH 8, 1984
(28)

[Text]

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:45 o'clock a.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Brooke Jeffrey, Philip Rosen, Research Officers.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the draft report.

On motion of Mr. Mitges, it was agreed,—That the draft report be adopted as the First Report of the Special Committee in the Second Session and that the Chairman be ordered to table it in the House of Commons when the printed copies in both official languages are available.

On motion of Mr. Veillette, it was agreed,—That the report of the Special Committee be printed in separate English and French copies.

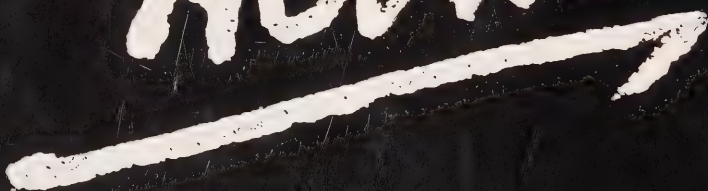
On motion of Mr. Kelly, it was agreed,—That the Committee authorize the printing of 30,000 copies of the English version and 5,000 copies of the French version of Issue No. 4, which contains the Committee's First Report and that a distinctive cover be attached to all copies of Issue No. 4.

On motion of Mr. Mitges, it was agreed,—That, if the supply of reports is exhausted and the Committee has ceased to exist, the former Chairman or two Committee members be authorized to request the Principal Clerk of the Committees and Private Legislation Directorate to order a reprint of the report in such numbers as may be deemed necessary to meet the demand that has been manifested.

At 12:52 o'clock p.m., the Committee adjourned to the call of the Chair.

Judith A. LaRocque
Clerk of the Committee

**EQUALITY
NOW!**



HOUSE OF COMMONS

Issue No. 5

Tuesday, March 20, 1984
Tuesday, March 27, 1984
Thursday, May 3, 1984
Thursday, May 10, 1984
Tuesday, May 15, 1984
Thursday, May 17, 1984
Tuesday, June 5, 1984
Thursday, June 7, 1984
Monday, June 11, 1984

Chairman: Bob Daudlin, M.P.

CHAMBRE DES COMMUNES

Fascicule n° 5

Le mardi 20 mars 1984
Le mardi 27 mars 1984
Le jeudi 3 mai 1984
Le jeudi 10 mai 1984
Le mardi 15 mai 1984
le jeudi 17 mai 1984
Le mardi 5 juin 1984
Le jeudi 7 juin 1984
Le lundi 11 juin 1984

Président: Bob Daudlin, député

*Minutes of Proceedings and Evidence
of the Special Committee on*

Participation of Visible Minorities in Canadian Society

*Procès-verbaux et témoignages du
Comité spécial sur la*

Participation des Minorités visibles à la Société canadienne

RESPECTING:

Order of Reference

INCLUDING:

Second Report to the House

CONCERNANT:

Ordre de renvoi

Y COMPRIS:

Deuxième rapport à la Chambre

WITNESSES:

(See back cover)

TÉMOINS:

(Voir à l'endos)

Second Session of the
Thirty-second Parliament, 1984

Deuxième session de la
trente-deuxième législature, 1984

SPECIAL COMMITTEE ON
THE PARTICIPATION OF
VISIBLE MINORITIES
IN CANADIAN SOCIETY

Chairman: Bob Daudlin

Vice-Chairman: Gary McCauley

COMITÉ SPÉCIAL SUR LA
PARTICIPATION DES
MINORITÉS VISIBLES A
LA SOCIÉTÉ CANADIENNE

Président: Bob Daudlin

Vice-président: Gary McCauley

MEMBERS/MEMBRES

Norm Kelly
Laverne Lewycky
Gus Mitges

Steve Paproski
Michel Veillette—(7)

(Quorum 4)

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee

REPORT TO THE HOUSE

The Special Committee on the Participation of Visible Minorities in Canadian Society has the honour to present its

SECOND REPORT

In relation to its Order of Reference dated Tuesday, December 13, 1983, and in view of the many groups and individuals who continue to indicate their intention to submit briefs on this subject, your Committee recommends that the deadline for submitting its final report be extended to June 29, 1984.

A copy of the relevant Minutes of Proceedings and Evidence (*Issue No. 5 which includes this report*) is tabled.

Respectfully submitted,

Le président

BOB DAUDLIN

Chairman

RAPPORT À LA CHAMBRE

Le Comité spécial sur la participation des minorités visibles à la société canadienne a l'honneur de présenter son

DEUXIÈME RAPPORT

Relativement à son Ordre de renvoi du mardi 13 décembre 1983, et en vue des maints groupes et particuliers qui continuent à indiquer leur intention de soumettre des mémoires à ce sujet, votre Comité recommande que le délai de présentation de son rapport final soit reporté au 29 juin 1984.

Un exemplaire des procès-verbaux et des témoignages s'y rapportant (*fascicule n° 5 qui comprend le présent rapport*) est déposé.

Respectueusement soumis,

MINUTES OF PROCEEDINGS

TUESDAY, MARCH 20, 1984
(29)

[Text]

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:45 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Lewycky, McCauley, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Brooke Jeffrey, Philip Rosen, Research Officers.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of matters pertaining to the draft report.

At 5:30 o'clock p.m., the Committee adjourned to the call of the Chair.

TUESDAY, MARCH 27, 1984
(30)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:45 o'clock p.m., this day, the Chairman, Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley, Mitges, Paproski and Veillette.

In attendance: From the Research Branch, Library of Parliament: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, Research Officers; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, Research Officers; Jack Kehoe, Study Director, Maureen Dobbin, Parliamentary Intern.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

The Committee resumed consideration of the report.

At 5:05 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, MAY 3, 1984
(31)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:50 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges, Paproski and Veillette.

In attendance: From the Research Branch, Library of Parliament: Philip Rosen, Research Officer.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes*

PROCÈS-VERBAL

LE MARDI 20 MARS 1984
(29)

[Traduction]

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 45, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Lewycky, McCauley, Mitges, Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Brooke Jeffrey, Philip Rosen, attachés de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1984. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1984, fascicule n° 1*).

Le Comité reprend l'examen des questions relatives au projet de rapport.

A 17 h 30, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MARDI 27 MARS 1984
(30)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 45, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges, Paproski, Veillette.

Aussi présents: Du Service de recherche de la Bibliothèque du Parlement: Estelle Reed, Keith Lowe, Brooke Jeffrey, Philip Rosen, attachés de recherche; Saul Arbess, Suzing Hum, Lloyd Stanford, Dorothy Wills, attachés de recherche; Jack Kehoe, directeur de l'étude, Maureen Dobbin, stagiaire parlementaire.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

Le Comité reprend l'examen du rapport.

A 17 h 05, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 3 MAI 1984
(31)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 50, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges, Paproski, Veillette.

Aussi présent: Du Service de recherche de la Bibliothèque du Parlement: M. Philip Rosen, attaché de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

of *Proceedings and Evidence* dated Thursday, December 15, 1983, Issue No. 1).

At 10:30 o'clock a.m., the Committee adjourned to the call of the Chair.

THURSDAY, MAY 10, 1984
(32)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:57 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Philip Rosen, Research Officer.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence* dated Thursday, December 15, 1983, Issue No. 1).

At 10:36 o'clock a.m., the Committee adjourned to the call of the Chair.

TUESDAY, MAY 15, 1984
(33)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:25 o'clock p.m. this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, McCauley and Mitges.

In attendance: From the Research Branch, Library of Parliament: Philip Rosen, Research Officer.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence* dated Thursday, December 15, 1983, Issue No. 1).

At 4:10 o'clock p.m., the Committee adjourned to the call of the Chair.

THURSDAY, MAY, 17, 1984
(34)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:45 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

Witnesses: From Statistics Canada: Mr. Martin B. Wilk, Chief Statistician of Canada.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence* dated Thursday, December 15, 1983, Issue No. 1).

Mr. Wilk made a statement and answered questions.

At 11:02 o'clock a.m., the Committee adjourned to the call of the Chair.

A 10 h 30, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 10 MAI 1984
(32)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 57, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Mitges, Veillette.

Aussi présent: Du Service de recherche de la Bibliothèque du Parlement: M. Philip Rosen, attaché de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux du jeudi 15 décembre 1983, fascicule n° 1*).

A 10 h 36, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE MARDI 15 MAI 1984
(33)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 25, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, McCauley, Mitges.

Aussi présent: Du Service de recherche de la Bibliothèque du Parlement: M. Philip Rosen, attaché de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

A 16 h 10, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 17 MAI 1984
(34)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 45, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges, Veillette.

Témoins: De Statistique Canada: M. Martin B. Wilk, statisticien en chef du Canada.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

M. Wilk fait une déclaration et répond aux questions.

A 11 h 02, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

TUESDAY, JUNE 5, 1984

(35)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 9:40 o'clock a.m., this day, the Vice-Chairman Mr. Gary McCauley presiding.

Members of the Committee present: Messrs. Kelly, Lewycky, McCauley and Mitges.

Witnesses: From the Canadian Manufacturers Association: Mr. Peter Doyle, Director, Industrial Relations. *From Imperial Oil:* Ms. Sara Nixon, Employee Advisor.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983 (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

Mr. Doyle and Ms. Nixon made statements and answered questions.

At 11:02 o'clock a.m., the Committee adjourned to the call of the Chair.

THURSDAY, JUNE 7, 1984

(36)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 11:18 o'clock a.m., this day, the Chairman Mr. Bob Daudlin presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Mitges and Veillette.

In attendance: From the Research Branch, Library of Parliament: Philip Rosen, Research Officer.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983*).

On motion of Mr. Veillette, it was agreed,—That the Committee authorize the reprinting of 10,000 English copies and 8,000 French copies of the Committee's report *Equality Now*.

At 11:36 o'clock a.m., the Committee adjourned to the call of the Chair.

MONDAY, JUNE 11, 1984

(37)

The Special Committee on the Participation of Visible Minorities in Canadian Society met *in camera* at 3:41 o'clock p.m., this day, the Chairman Mr. Bob Daudlin, presiding.

Members of the Committee present: Messrs. Daudlin, Kelly, Lewycky, Mitges and Veillette.

Witnesses: From the Canadian Chamber of Commerce: Mr. Sam Hughes, President.

The Committee resumed consideration of its Order of Reference dated Tuesday, December 13, 1983. (*See Minutes of Proceedings and Evidence dated Thursday, December 15, 1983, Issue No. 1*).

LE MARDI 5 JUIN 1984

(35)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 9 h 40, sous la présidence de M. Gary McCauley (*vice-président*).

Membres du Comité présents: MM. Kelly, Lewycky, McCauley, Mitges.

Témoins: De l'Association des manufacturiers canadiens: M. Peter Doyle, directeur, Relations industrielles. *De la Compagnie pétrolière impériale Ltée:* M^{me} Sara Nixon, conseiller des employés.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

M. Doyle et M^{me} Nixon font une déclaration et répondent aux questions.

A 11 h 02, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE JEUDI 7 JUIN 1984

(36)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 11 h 18, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Mitges, Veillette.

Aussi présent: De la Bibliothèque du Parlement: M. Philip Rosen, attaché de recherche.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983*).

Sur motion de M. Veillette, *il est convenu*,—Que le Comité autorise la réimpression de 10 000 exemplaires anglais et de 8000 exemplaires français du rapport du Comité intitulé «*Equality Now*».

A 11 h 36, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

LE LUNDI 11 JUIN 1984

(37)

Le Comité spécial sur la participation des minorités visibles à la société canadienne se réunit à huis clos, ce jour à 15 h 41, sous la présidence de M. Bob Daudlin (*président*).

Membres du Comité présents: MM. Daudlin, Kelly, Lewycky, Mitges, Veillette.

Témoins: De la Chambre de commerce du Canada: M. Sam Hughes, président.

Le Comité reprend l'examen de son ordre de renvoi du mardi 13 décembre 1983. (*Voir Procès-verbaux et témoignages du jeudi 15 décembre 1983, fascicule n° 1*).

On motion of Mr. Lewycky, it was agreed,—That the Committee authorize the Chairman to report to the House of Commons requesting that the deadline for submitting the Committee's final report be extended to June 29, 1984.

On motion of Mr. Veillette, it was agreed,—That the Second Report of the Special Committee on Visible Minorities be adopted.

On motion of Mr. Kelly, it was agreed,—That the Chairman be authorized to move concurrence in the Committee's Second Report on the same day as it is tabled in the House of Commons (June 12, 1984).

Mr. Hughes made a statement and answered questions.

At 5:09 o'clock p.m., the Committee adjourned to the call of the Chair.

Sur motion de M. Lewycky, *il est convenu*,—Que le Comité autorise le président à faire rapport à la Chambre des communes, demandant que le délai de présentation des conclusions définitives du Comité soit reporté au 29 juin 1984.

Sur motion de M. Veillette, *il est convenu*,—Que le Deuxième rapport du Comité spécial sur les minorités visibles soit adopté.

Sur motion de M. Kelly, *il est convenu*,—Que le président soit autorisé à reporter l'adoption du Deuxième rapport du Comité au jour même où il sera déposé sur le Bureau de la Chambre des communes, soit le 12 juin 1984.

M. Hughes fait une déclaration et répond aux questions.

A 17 h 09, le Comité suspend les travaux jusqu'à nouvelle convocation du président.

Le greffier du Comité

Judith A. LaRocque

Clerk of the Committee



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WITNESSES—TÉMOINS

From the Canadian Manufacturers Association:

Mr. Peter Doyle, Director, Industrial Relations.

From Imperial Oil:

Ms. Sara Nixon, Employee Advisor.

From the Canadian Chamber of Commerce:

Mr. Sam Hughes, President.

De l'Association des manufacturiers canadiens:

M. Peter Doyle, Directeur, Relations industrielles.

De la Compagnie pétrolière impériale Ltée:

M^{me} Sara Nixon, Conseiller des employés.

De la Chambre de commerce du Canada:

M. Sam Hughes, Président.



CANADA

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SPECIAL COMMITTEE ON

Participation of Visible Minorities in Canadian Society

HOUSE OF COMMONS

Issues 1-5 • 1983-1984 • 2nd Session • 32nd Parliament

Chairman: Mr. Bob Daudlin



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